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ABSTRACT

This report discusses what constitutes an adequate education in the state of Washington. It focuses on the Washington Quality Education Model (WQEM)--a new program created to define the vision of quality education--as well as the elements and indicators that constitute such an education. The goal of the program is to determine the kinds of staff, programs, and materials that must be provided if schools are going to offer a quality education that: (1) enables students to meet the standards set by the legislature in 1993; (2) allows schools in Washington to meet federal standards; and (3) is consistent with what Washingtonians want from their schools. The document explains how the combination of increasing demands on public education, brought on by enrollment surges, and higher standards made the project necessary. It explains the concept of adequacy and outlines the four basic models that were used to develop adequacy-funding models. The report then discusses adequacy as understood in the Washington context and what the state's responsibilities are in educating its children. It outlines the background for the project, describes the program itself, and presents some prototypical elementary, middle, and high schools of the WQEM. The document closes with suggestions on how to implement the program in Washington schools. (Contains approximately 280 references) (RJM)

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"What Will It Take" Project. Washington Quality Education Model. Final Report.

David T. Conley
William Freund

March 2003

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What Will It Take?

Defining a quality education in Washington and a new vision of adequacy for school funding

EA033538

RAINIER INSTITUTE March 2003

"What Will It Take" Project

Final Report
Washington Quality Education Model

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Pragmatic Solutions to public policy concerns

March 2003

As founding board members of the Rainier Institute, a non-partisan think tank that seeks pragmatic solutions to public policy concerns, we believed our organization was well suited to convene a study that examined current and adequate funding levels for our public schools. Over the past year, the Rainier Institute gathered a diverse steering committee representing a multitude of educational stakeholders to develop a vision and prototype for a model of quality education.

Education has always been and remains the top priority of state government, dictated by Washington's State Constitution. In the past decade, major legislative and initiative measures have directed significant changes to our public schools. However, the current basic education allocation formula has not been substantially changed since 1977.

In 1993, House Bill 1209 created education reform in Washington. The state devised student learning goals with performance expectations for all students set at internationally competitive, world-class levels. While the legislation captured the educational intent and higher expectations of the Governor's Council on Education Reform and Funding, it did not address the resources and funding that would be necessary for successful implementation of these reforms.

Washington's schools have made tremendous changes in the past ten years and progressed substantially with student achievement as indicated by improved Washington Assessment of Student Learning (WASL) scores.

We believe developing a link between adequate funding and student achievement is critical to continued improvement and accountability in Washington's public schools. We strongly believe providing a true quality education for our students essential for Washington's robust future.

Our study creates a model for quality education — a financial model — that can be used by policy makers, parents, teachers, school board members, and taxpayers to make effective decisions at the state and local level. We are pleased with this report and hope that it will spur debate and help create adequate and lasting funding for all public schools in Washington.

Sincerely,

Booth Gardner
President Emeritus

Judith Billings
Chair, K-12 Education Committee

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Executive Summary

This project was undertaken in order to determine the resources required to guarantee all Washington students a quality education. The project began in December 2001 with representatives from 18 Washington organizations, agencies and universities.

The recommendations presented in this report are intended to initiate a dialog about what constitutes an adequate education in the state of Washington. The costs are determined by means of three Prototype Schools that enumerate the programs and services that constitute an adequate education and the student learning that would result.

Washington's schools face increasing challenges. Enrollment has increased by more than 100,000 since 1993, and many more students bring special challenges with them. Although the state budget for K-12 schools has increased due to enrollment gains, these dollars have not kept up with inflation. By one measure, state funding lagged behind inflation by $535 per student from 1993-94 to 2000-01.

In 1993, House Bill 1209 created high performance expectations for all students. The stakes are rising for students in the class of 2008, who must now pass required state tests. New federal rules contained in the No Child Left Behind legislation establish additional consequences for schools that do not improve student performance at an acceptable rate.

The goal of the "What Will It Take" project is to determine the staff, programs, and materials that must be provided if schools are going to offer a quality education that (1) enables students to meet the standards set in HB 1209, (2) enables schools in the state of Washington to meet federal standards, and (3) is consistent with what Washingtonians want from their schools. Adequacy is defined as providing an amount of funds sufficient for schools to enable all students — or at least all but the most profoundly challenged — to meet federal, state, and district proficiency standards within the context of a high-quality overall education.

The work groups and Steering Committee engaged in the following four-step process to create the Washington Quality Education Model (WQEM). They:

1. Developed a vision of a quality education
2. Identified the elements and components of a quality education
3. Specified the indicators of school quality
4. Designated performance measures and standards that could be used to determine if schools met quality expectations

The WQEM is an allocation model; it seeks to identify the funds that need to be allocated to public education from all state and local sources. The WQEM does not address the issue of distribution nor the apportionment of responsibility for funding between the state and local levels. The WQEM does not distinguish between local and state funds. It simply identifies the amount of money needed for a quality education.

The WQEM describes a hypothetical program of instruction in three "Prototype Schools." The Prototype Schools are a reflection of best educational practice and what is known about how to improve schooling.

Examples from Prototype Elementary School

- Raise teacher, principal, assistant principal, administrative assistant, educational staff associates, and teacher salaries to the average of Far West states
- Create full-day kindergarten statewide at a pupil/teacher ratio of 18:1
- Decrease pupil/teacher ratios in grades 1-4 from 24:1 to 21:1
- Decrease pupil/teacher ratio in grade 5 from 27:1 to 24:1
- Increase the certificated staff who provide additional time for students to reach standards
- Increase from 0.1 FTE to 0.5 FTE the building-based certificated staff whose duty it is to support instructional improvement
- Provide a computer for each teacher and classified staff, 1 computer per 6 students, and replace 25% of computers per year
- Increase the budget for texts
- Increase classroom equipment and materials budget
- Increase teacher professional development time to 10 days per certificated teacher
- Increase principal leadership training to 5 days per year

Examples from Prototype Middle School

The Prototype Middle School contains most of the elements included in the Prototype Elementary School plus others:

- Decrease overall pupil/teacher ratio from 25.6:1 to 24:1
- Add 3 additional teachers in core disciplinary subjects
- Increase teacher leadership responsibilities and opportunities
- Create family resource coordinator position
- Create volunteer coordinator position
- Increase campus monitors

Examples from Prototype High School

The Prototype High School contains most of the elements included in the Prototype Elementary and Middle Schools plus others:

- Add teachers in core disciplinary subjects
- Increase ESL certificated staff
- Decrease special education pupil/teacher ratio from 30:1 to 18:1
- Increase staffing for additional special student programs
- Increase number of counselors to reach a pupil/counselor ratio of 250:1
- Increase extracurricular activities

The following chart illustrates per-pupil expenditures under four models and the percent increase of the WQEM over the "Current Service Level" (CSL)

	State Allocations	CSL (State Allocations and Local Funds)	WQEM (w/salary increases)	WQEM (w/o salary increases)	*% increase from CSL to WQEM w/salary increases*	*% increase from CSL to WQEM w/o salary increases*
Elementary	$5,112	$6,113	$8,393	$7,950	*37%*	*30%*
Middle	$4,687	$5,615	$7,830	$7,451	*39%*	*33%*
High School	$4,663	$5,914	$7,753	$7,379	*31%*	*25%*

The WQEM identifies the performance measures to determine the degree to which the Prototype Schools achieve the goals of the vision statement. These measures include WASL assessments, parent satisfaction surveys, dropout rates, college attendance rates, employer surveys, reports of harrassment or intimidation of students, measures of parent and community involvement and satisfaction. The performance measures establish accountability for schools to reach high levels of accomplishment when funded adequately.

The next steps to take to begin implementation of the Washington Quality Education Model are as follows:

- Step 1: Assign responsibilities to a commission to manage the WQEM
- Step 2: Develop the data sources necessary to track the effects of adequate funding on school operations
- Step 3: Constitute a blue-ribbon task force to examine school funding sources and distribution

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Why Is This Project Necessary?

This project was undertaken in order to determine the resources required to guarantee all Washington students a quality education. This needs to be known because education has become the gateway to full participation in the economic, social, and political systems for essentially all students. During the past decade, the state has adopted common standards and assessments for all students to help ensure they are ready for full participation in society. Adequate education funding is necessary if all students are to have an equitable opportunity to master the standards, perform well on state tests, and lead successful and fulfilling lives as productive citizens.

The recommendations presented in this report are intended to initiate a dialog about what constitutes an adequate education in the state of Washington. This project will be successful if it stimulates debate and discussion regarding the concept of adequate funding and a definition of adequacy, and if it leads to action that sets the state on a course toward implementing an adequacy-based model. In that spirit, this report presents a detailed framework that can serve as the starting point for considering the notion of adequate educational funding that leads to a quality education for all students.

A. New demands on public education[1]

Ten years ago, the passage of the Education Reform Act (ESHB 1209) created the promise that all children would achieve at high levels. The Education Reform Act redefines what it means to be a successful learner and has effectively moved the education system from an input model, where a diploma might have been little more than proof of attendance, to an output model, where student performance is measured against rigorous statewide standards. The purpose of an adequacy-funding model is to support an output model in which students, teachers and schools are held to high standards of student achievement and provided the resources necessary to reach these standards.

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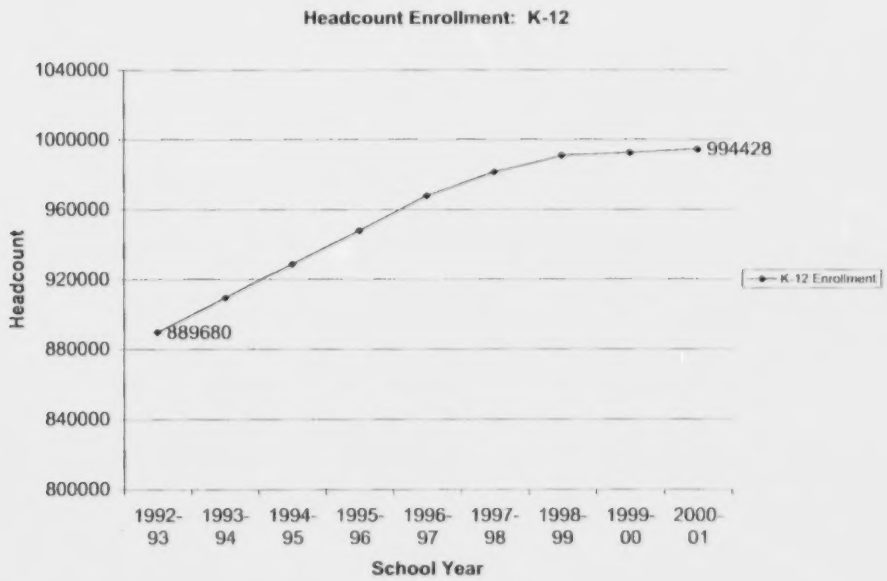
[1] Elements of this section have been adapted from Pascall, G. (2002). *Realities of Education Funding in Washington State*. Seattle, Washington: The League of Education Voters.

Implicit in the 1993 Education Reform Act was a call to restructure the way schools are funded. Unfortunately, that restructuring has not yet occurred, and many within education claim this omission creates a cloudy future for the state's reform efforts: if funding is not aligned with the identified needs of education reform, it will be very difficult for schools to achieve these higher expectations.

Many thoughtful observers and staunch school supporters believe that schools have plenty of money. In fact, the total dollar amount for K-12 education has increased over the past decade, particularly with passage of two recent education initiatives, which provide funding for classroom enhancements and educator cost-of-living-adjustments. However, school officials around the state continue to make cuts to budgets and programs. However, school officials around the state continually publicize cuts to budgets and programs. Somehow, there appears to be a disconnect between the perceptions of school funding and the realities of school funding.



There is no simple answer to the complex issue of school finance, but the most basic answer to the question contains these elements: more students, higher costs with less buying power, and greater expectations.

Enrollment increases, more challenging student body

K-12 enrollment has increased since 1993, adding 100,000 students to the system. In addition, the student body has grown more diverse: there have been increases in the proportion and number of children living in poverty, children with special education needs, children learning English, and children of single parents. Although overall funding has increased, so have the challenges schools face as they strive to help an increasingly diverse student population meet state standards.

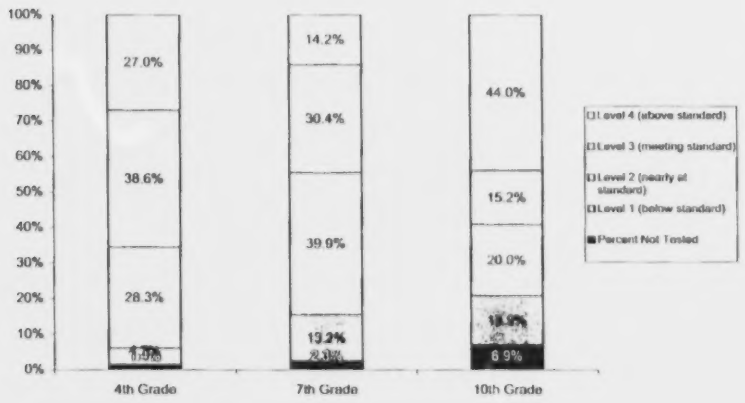
Reduced purchasing power

Although the state budget for K-12 schools has increased due to enrollment gains, these dollars have not kept up with inflation. In fact, by one measure state funding lagged behind inflation by $535 per student from 1993-94 to 2000-01. This loss against inflation has meant that spending power has gone down, even though there appears to be more money available to schools.

As inflation reduces the effective per-student funding, schools must either cut programs, find needed money locally or cause reductions in K-12 employee pay in real terms. The challenge of finding and keeping quality teachers has forced many school districts to reprioritize and trim program spending. The loss of teachers to other higher paying states or reduced teacher supply is a very real problem districts must address — without quality teachers, even the best programs and curricula are useless.

It is important to remember that at the same time that new enrollment, inflation, and teacher quality squeezes school budgets, expectations for students and schools are increasing. Schools have responded to the challenge admirably with the resources they have available. For example, the graphic above shows that in reading, 65.6% of 4th graders have met or exceeded the standard and over a quarter are just one step below passing.

Reading WASL:
Percentage of Students at Each Performance Level



Higher expectations

The stakes are rising for students in the class of 2008, who must pass the required state learning and performance standards or risk not graduating. Schools that do not improve student performance at an acceptable rate face possible consequences from federal rules contained in the No Child Left Behind legislation and state accountability regulations.

The goal of having quality schools for all students cannot be done cheaply. This goal has real costs associated with it. The state has committed to the ideal that all children can and will learn at higher levels. The state's economy is now grounded in the assumption that children will learn at higher levels. The policy discussion must move from the annual battle over how much or how little to provide schools in the state budget to a broader conversation about how much money is really needed to achieve state goals and to create schools that make all Washingtonians proud.

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Concept of Adequacy Explained

What is meant by adequacy? Where did the concept come from? How is adequacy different from equity? What other states are attempting to make their education funding adequate? What are the basic models for establishing adequacy funding? The following section answers these important questions.

A. What is meant by adequacy?

For most of the 20th century, the focus of school finance research and policy was on equitable school funding. The primary outcome of this focus has been the redesign of state finance systems so that they reduce disparities in per-pupil property wealth and provide additional resources for students with special needs. In the last decade, a new focal point for school finance reform has emerged. Created in tandem with the growing demand for greater school accountability, adequacy of funding has become the dominant theme of both school finance research and state education finance policy.

Adequacy has been defined in several different ways. One conception is that adequacy is achieved when a "high minimum quality education" is provided for all. Adequacy can also be thought of in terms of access to opportunities and resources necessary for students to achieve particular aims and outcomes. Equity and adequacy can be distinguished in the following fashion: equity is achieved when all receive roughly the same treatment in the educational system; adequacy is achieved when each one receives appropriate treatment in the educational system in relation to need and a set of common standards of quality. **In the context of this report, adequacy is defined as providing a sufficient amount of funds so that schools can enable all students — or at least all but the most profoundly challenged — to meet state, federal, and district proficiency standards within the context of a high-quality overall education.** In other words, adequacy is not achieved by simply redirecting all existing

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resources to achieving proficiency standards. Such a narrow focus would eliminate much of what has been defined as a quality education program.

This conception of adequacy leads toward specific identification of the programs and services that comprise a quality education. Adequacy and quality are related, not separate, phenomena. This approach can be appealing to parents and citizens, educators, policymakers and the courts. Parents and citizens tend to have more inclusive definitions of what constitutes a quality education, and a more comprehensive approach to adequacy builds political support among these key constituent groups. Educators can support adequacy linked to quality, comprehensive educational programs and can feel more empowered to deliver such an education. Policymakers can identify with some certainty the resources schools really need to enable students to meet standards; courts can find that states have met basic responsibilities to provide citizens equal protection under the law and to abide by state constitutions that require adequate education systems. Adequacy finance models set the stage for creating a link between funding and system performance, an elusive, long-sought goal.

One recent example of a state that adopted and funded an adequacy model is Maryland, which implemented an adequacy based school funding system that promises to put $1.3 billion in new funds into schools over the next six years. The basis for determining how much money was needed was an assessment of the adequacy needs of that state's schools. In addition to Maryland, Oregon and Wyoming are at the forefront of the movement to include measures of adequacy in their school funding formulas. Wyoming's efforts were initiated in response to a court ruling, whereas Oregon was motivated by a governor who sought to apply lessons from health care policy to education reform.

Despite these different paths, the models that have emerged from this process have remarkable similarities but are adapted to their specific state context. The Wyoming and Oregon models, for example, share central characteristics while also having unique elements. Both rely on the use of what are called prototype schools as the basis for ascertaining the level of resources needed, and both use these prototypes to estimate the costs (or expenditures) necessary to provide schools with those characteristics. The prototypes are not meant to standardize educational practice statewide. Rather, the prototypes determine an appropriate level of resources that the state must allocate and distribute to local school districts to use as they see fit. Districts are then accountable for ensuring that all students receive an education that enables them to meet specified state learning standards. Oregon's model also links the expected impact of additional funding with resulting student performance. Wyoming's model is a professional judgment approach, whereas Oregon combines both professional judgment and effective school-wide strategies models.

B. What are the four basic models used to develop adequacy-funding models?

As attractive as the adequacy goal is in principle, it is much more difficult to define in practice. However, given the relative failure of funding equalization schemes to result in comparable educations and the increasing emphasis by states on all students reaching high standards, adequacy is being pursued by an increasing number of states.

In response to this increased interest in adequacy models, education policy analysts have created over the past ten years four distinct methodologies for determining school finance adequacy. These are: 1) economic cost function methods; 2) generalizing from costs of schools

that meet performance benchmarks; 3) effective school-wide strategies or programs model; 4) professional judgment approaches. Each is explained in turn.

Economic cost function approach

The most technical of the four models is an econometric technique known as a cost function. This method is conceptually similar to the production function approach used to estimate the impact of resources on student achievement. In production function models, regression techniques are used to estimate the effect of additional spending on student performance, which is usually measured as the change in a standardized test score. Cost functions are, in economic terms, the "dual" of a production function.

In a cost function, the desired level of student performance is included as an independent variable in the regression, and the dependent variable is a measure of expenditures per pupil. The result of the computations leads to an estimate of the funding level needed to produce the desired level of student performance, from which can be computed an estimate of the expenditure per pupil needed in the average district. The estimate must then be adjusted to accommodate differences in pupil characteristics, district conditions and educational prices across all districts in a state. Adjustments for student characteristics include providing additional funds for children with disabilities, children from low-income families or children who are English Language Learners. Adjustments for district conditions include district size, population density, and number of schools and other factors outside of the control of a school district. Finally adjustments are made for educational price differences — differences in the cost of the products and services needed to operate a school.

Estimates of cost functions have been made in Wisconsin, Texas, New York and Illinois. To date, this research has suggested that large urban school districts require funding levels two to three times higher than the average expenditure level for the rest of the state. Due to the complex nature of the statistical analyses required to make these cost function estimates, state policy makers and educators often have difficulty understanding how the estimate of an adequate level of expenditures was derived. Cost function analyses also do little to suggest how schools should spend their money to achieve the greatest increases in student learning. As a result, cost functions have not been used to date in the development of any state's school finance system.

Generalizing from costs of schools that meet performance benchmarks

The method, which is being used in part by Ohio, Illinois and Mississippi, identifies districts whose students have been successful meeting state proficiency standards, and sets the adequacy level at the weighted average of the expenditures of such districts. One frequent step in this type of analysis is to eliminate outlier districts from the analysis. This often includes large city school districts, small rural districts and districts at both extremes of the property wealth per-pupil distribution in the state. As a result, without careful consideration, the adequacy level is often determined on the basis of expenditure patterns in non-metropolitan areas that are of average size and have relatively homogeneous demographic characteristics. These districts often spend below the state average.

While this model has been used to estimate adequacy levels in a number of states, some argue that it is subject to considerable manipulation by policymakers. The types of adjustments needed for varying pupil and district characteristics is one potential source of mischief that could result in under or over funding different types of districts. As conceived, the model calls

for using the weighted average of all the expenditures of the districts meeting the performance benchmark to determine the adequacy level. Some policymakers, however, have suggested using the average of only the bottom half of that sample, using an unweighted average, or even using the value of just the lowest expenditure district in the sample — strategies that drive down the costs of adequacy but may obscure the true costs of providing an adequate education statewide.

Neither this approach nor the cost function approach indicates how funds distributed to school districts would be used at the school level. They theoretically identify an adequate revenue level, but are silent on the types of educational strategies and programs that would result. The next two approaches attempt to remedy that shortcoming.

Effective school-wide programs or strategies model

The third approach takes research findings that describe a high performance school or a comprehensive school design, identifies all the ingredients needed to implement the design's educational strategies, determines a cost for each of those ingredients, and then uses that figure to determine an adequate spending base for each school. This model identifies a set of specific educational programs and strategies that represent state-of-the-art knowledge about education effectiveness and puts a dollar figure on their costs. It combines several of the advantages of some of the other methods by drawing upon research that links strategy to student performance. It also draws upon the strategies of several comprehensive school designs, relying on the knowledge and experience of some of the best educators in the country. These models combine research on individual school improvement programs into comprehensive school wide reform strategies. By determining the resources needed to carry out these school-wide improvement strategies, a funding level can be determined using the school as the unit of analysis.

Scholars identified the costs of seven school wide designs that were created by New American Schools, and in subsequent analyses, showed how, via resource reallocation, they were affordable at schools spending at the average or median level of expenditure per pupil in the country. This approach, however, did not include adequate planning and preparation time for teachers and did not standardize costs across various designs, so its cost figures are probably somewhat underestimated.

Professional judgment approach

Under the professional judgment approach, the state constitutes teams of education experts who independently identify the educational resources needed to create schools where educators have confidence that most of the students in the school will be able to meet the state established performance goals. This typically results in the development of "prototype" schools. Descriptions of the prototype schools include enrollment, staffing, and all other resources needed at the school and district level. The cost of the ingredients to produce these prototype schools are then estimated and added together to determine the adequate fiscal base for a school. These figures are adjusted on the basis of student and district characteristics as well as educational price differences.

Originally developed as the Resource Cost Model, the professional judgment model was one approach used in the development of Maryland's adequacy-based finance system in 2002, and is being used in Maine as well as in Wyoming and Oregon. A number of other states have

conducted, are currently conducting, or are planning similar professional judgment studies. These states include New York, Kentucky, Montana, Nebraska, Kansas, and California.

Because this approach is based upon effective educational strategies, it offers the potential for a stronger linkage between funding and results. Its major limitation is that it depends on the judgments of educational professionals to identify strategies rather than research that demonstrates an actual linkage between educational strategy or program and student performance. Further, it provides little differentiation between strategies for the average school and strategies for schools with higher concentrations of at-risk students, second language learners, or other specialized populations.

C. Methodology of the Washington Quality Education Model

The method utilized in this study is a combination of the effective school-wide program and professional judgment models. The advantage of this approach is that the recommended changes meet the dual test of being consistent with what educators believe is necessary and what has been demonstrated to be effective through research and practice. This combination of methods increases the likelihood that the adequacy model will lead to improvements in student achievement and that it is consistent with the values, history, culture, and traditions of the state's school system. This combination was utilized most recently in the state of Oregon in 1999-2003 in the development of the Oregon Quality Education Model.

Adequacy in the Washington Context

"It is the paramount duty of the state to make ample provision for the education of all children residing within its borders, without distinction or preference on account of race, color, caste, or sex."

Washington State Constitution, 1889

Making ample provision for the education of all children has proven to be elusive for the state. Indeed, achieving a "general and uniform system of public schools" has been equally challenging for the legislature, which is charged with this responsibility. From the state's first attempt to support schools — through a Common School Fund that derived its revenue primarily from the proceeds of the sale of federal forest land — to the present, the state has had a difficult time grappling with its responsibility for school funding.

A. Defining the state's responsibility and trying to achieve funding equity[2]

The 1977 decision by Judge Robert J. Doran in Seattle v. State of Washington held the legislature responsible for "defining and giving substantive content to basic education" and for providing the necessary funding from a dependable tax source. This was necessitated by the inequalities among school districts in particular that had come into place due to the

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[2] Portions of this section are derived from Plecki, M. (2000). Washington's school finance reform: Moderate success and the need for improvement. *Journal of Educational Finance*, 25(4), 565-581.

reliance on local operating levies. The Basic Education Act of 1977 defined basic education goals and other educational conditions, and created a formula designed to equalize funding among districts by recognizing certain categories of expenditures. The same legislature imposed the Levy Lid Act, which limited the revenue that could be raised locally. The effect of these laws was to decrease fiscal inequality among Washington districts for a period of time in the early 1980s within a framework that identified what constituted a general and uniform public school system. A subsequent 1983 decision by Judge Doran (Doran II) left the legislature with additional responsibilities to define a basic education and to set the level of funding districts receive for basic education programs.

The 1987 Legislature added levy equalization aid so that high property-tax-rate districts would be guaranteed a certain level of funds from a local property tax. This, combined with the Levy Lid Act, helped maintain relative fiscal equity within the state through most of the 1980s. Since 1993, however, the legislature has at various times increased the amount that districts could collect under the levy lid while making state budget reductions, resulting in greater dependence by school districts on local operating levies. The reasons for this are complex, but the effects are relatively clear. In an era when the state began implementing common standards and assessments, its fiscal policy sent things in the opposite direction, increasing the inequality among districts as they had to rely more on local levies to fund an array of educational functions. If all school districts are to achieve comparable educational results in defined areas, a definition of the resources necessary to accomplish this goal takes on greater importance as a tool to help the state define its proper role relative to school finance policy.

In 1993, House Bill 1209 created education reform in Washington. The state devised student learning goals with performance expectations for all students set at internationally competitive, world-class levels. While the legislation captured the educational intent and higher expectations from the recommendations of the Governor's Council on Education Reform and Funding, it did not address the resources and funding that would be necessary for successful implementation of these reforms. The landmark court decisions on school funding have ruled that the funding formula for public schools is not "cast in concrete" and that it is the ongoing obligation of the Legislature to review the formula as the education system evolves and changes. However, little in the funding formula has changed since 1977, while significant changes have occurred in terms of what the state expects from the education system.

B. Challenges of education reform

Washington's schools have made tremendous changes in the past eight years and progressed substantially with student achievement as indicated by improved scores on the Washington Assessments of Student Learning (WASL). However, based on the experience of other states, schools will begin to stall in their advancement, a phenomenon already emerging in WASL scores. Without adequate resources to support quality changes, schools and students will be unable to meet the increased expectations, as demonstrated by the fact that only 30% of students at each tested grade level meet Washington's world class standards in all four content areas.

In October 2002, the Partnership for Excellence in Teaching issued a report entitled "A Great Teacher for Every Child," which stated the following: "While high standards for student learning are an important start, they don't substitute for the subject-area knowledge,

teaching skill, and dedication of a well-prepared teacher who is working in a school organized for student success." The report highlighted state policies that support or hinder creating this vision. However, the Partnership for Excellence in Teaching did not attempt to quantify the costs of succeeding at "Washington's push for higher standards and improved student performance."

With the passage of the reauthorized Elementary and Secondary Education Act (also known as No Child Left Behind Act or NCLB), the federal government has added an overlay of new expectations and requirements. All schools are expected to make "adequate yearly progress" on student test scores or they will become subject to increasingly stringent requirements and sanctions. NCLB sets expectations that by 2014 all students will meet the learning standards set by the state. While some additional federal dollars flow to Title I schools, the ESEA does not quantify the actual costs of meeting these expectations.

Washington ranks tenth in the nation in per capita income and its growth rate through much of the 1990s was the nation's third fastest. However, its public schools rank 48th in class size, and total state per pupil spending has dropped from seventh best in 1969-70 to below the national average in recent years. Washington now ranks 45th in the nation in school spending per $1,000 of per capita income based on a recent report from the U.S. Census Bureau. Yet, the Washington State Constitution declares that education is the paramount duty of the state. The people of Washington have demonstrated their support for public schools through their overwhelming support of Initiatives 728 and 732. However, while new money came to schools as a result of these initiatives, simultaneous cuts were made to funds outside the definition of basic education. This "supplanting" diluted the educational effect of these initiatives.

The goal of the "What Will It Take" project is to determine the staff, programs, and materials that must be provided if schools are going to offer a quality education that (1) enables students to meet the standards set in HB 1209, (2) enables the state of Washington to meet federal standards, and (3) is consistent with what Washingtonians want from their schools. The project quantifies the costs of the resources necessary to achieve those goals and then seeks to determine the performance that will result from schools funded to an adequate level. The intent is to provide a yardstick for the investments the state will need to make to ensure that schools can meet state and federal expectations.

This project provides a policy tool for decision-makers to use as they develop education budgets. It also offers clear, concrete models for a quality education, and, in the process, provides a framework for a debate in which all Washingtonians can engage. What do Washington's citizens want for and from their schools? What is the education they wish to offer the children who will become the next generation of citizens? What results can they expect from their schools in return for adequate funding? How can the state fulfill its constitutional mandate to make provisions for education the "paramount duty" of state government? What will it take to fund an adequate education for all Washington students?

Background of the "What Will It Take" Project

The project began in December 2001 when representatives from 18 organizations, agencies and universities were invited to discuss possible participation in a school funding study. Participants agreed they shared an interest in determining what constituted adequate funding for schools. They chose as a starting point the Oregon Quality Education Model (OQEM) as a possible design template.

Representatives from the Oregon Department of Education and the Confederation of Oregon School Administrators were invited to meet with the group to explain the genesis of the OQEM. They recommended the group meet with David Conley, lead researcher for the OQEM, which the group did at a third meeting where Conley explained the model in greater detail and outlined the process that was followed to create it. At the conclusion of this meeting, participants agreed that they should develop a similar model for Washington. The Rainier Institute, a new public policy think-tank in Washington, was invited to serve as the convening organization. In April 2002, the Rainier Institute officially agreed to become the convener of what was named the "What Will It Take?" project.

The organizational structure for the project included the following:

1. A steering committee representing a broad cross-section of education stakeholders;

2. Work groups charged with developing the vision of a quality education, characteristics of effective schools, elements and components of the quality education, an analysis of current school spending, cost assumptions for a quality education, and performance measures;

3. Education and fiscal consultants responsible for assisting with research design, identifying best practices and conducting cost modeling.

From June 2002 through December 2002, the Steering Committee met monthly to provide overall guidance and direction, review the products from the work groups, and consult on the final report. Within that time frame, the consultants met with the steering committee and numerous work groups to complete the tasks necessary to create an adequacy model.

Participating organizations [3]

Academic, Achievement and Accountability Commission (AAA Commission)

Association of Washington School Principals (AWSP)

Latino/a Educational Achievement Project (LEAP)

Office of Financial Management (OFM)

Office of the Superintendent of Public Instruction (OSPI)

Parent Teacher Association (PTA)

Public School Employees (PSE)

University of Washington College of Education

Washington Association for Colleges of Teacher Education (WACTE)

Washington Association of School Administrators (WASA)

Washington Education Association (WEA)

Washington State School Directors Association (WSSDA)

Washington School Personnel Association (WSPA)

How the adequacy model was constructed

The research method used to identify the elements and components of an adequate education and its costs is a modified version of the Delphi method. This methodology has a 50-year history of use in the social sciences as a tool for determining when consensus exists among experts on a topic. The model operates by soliciting the opinion of a range of experts on a particular question or issue. The results are compiled and reviewed by the original group and, in some cases, a reference group. Changes are made based on comments received during the reviews. The process continues until the suggested changes are inconsequential or idiosyncratic in nature. At this point, the method suggests that agreement has been reached.

In this case the method was used to identify the vision for a quality education, the elements and components that would be present in schools to achieve these components, and the performance measures that could best be used to measure achievement of the model's goal of a quality education for all students, consistent with the vision statement. Work groups met to formulate recommendations and then to review them as revisions were made. The Steering Committee served as the reference group, providing an additional perspective on the recommendations being developed.

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[3] See Appendix A for a complete list of participants and meetings.

How the Adequacy Model was Constructed

A. The four-step process for developing the Washington Quality Education Model

The work groups and Steering Committee engaged in four steps to develop a quality education model for Washington. Work groups were charged to:

1. Develop a vision of a quality education
2. Identify the elements and components of a quality education
3. Specify the indicators of school quality
4. Designate performance measures and standards that could be used to determine if schools met quality expectations

Develop a vision of a Quality Education

What is the vision of a quality education for all of Washington's children?

The vision includes statements that encompass what Washingtonians value in the education of their children, what the state considers important goals for the system, and what young people need to be happy, productive citizens.

The vision statements are designed to be specific enough to lead to the generation of Elements and Components of a prototype school that can be costed out and measured in terms of the educational results that will occur if adequate funding is provided.

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Identify the Elements and Components of a quality education that create the structure and budget of the elementary, middle, and high Prototype Schools

Prototype Schools are the mechanism by which the costs of a quality education are calculated. Elements and Components describe the ways money is spent within each prototype. The total per-pupil expenditures for the prototypes are multiplied by the number of students in the state to generate a total amount needed to fund a quality education.

Three sets of prototype schools, each comprising an elementary, middle and high school prototype, were developed to identify different types of fiscal support.

1. Baseline 1: State funding only. These three prototype schools describe what can be purchased based on state funding only.

2. Baseline 2 (or Current Service Level): State funding and local levies. These three prototype schools represent the current service level in Washington schools.

3. Quality Education Model: These three prototype schools describe the education students would receive that is designed to achieve the vision of a quality education described in section 1 above.

This report compares the Baseline 2 (Current Service Level) prototype schools with the Quality Education Model prototype schools. This comparison offers the best view of the differences between current schools and what education would look like with a quality education model.

Prototype Schools have assumptions that define them in general terms. Examples of assumptions:

- Size of student population
- Geographic location of school
- Size of district in which school is located
- Condition of the school building
- Socioeconomic profile of community
- Proportion of student population that is designated special education
- Proportion of the student population that is designated English language learner.

Specify the Indicators of School Quality

The indicators of school quality describe how effectively and efficiently the Prototype Schools are functioning to provide a quality education. They include many measures from research and best practice that, if followed by a school, are likely to lead to enhanced student learning and a positive learning environment. The Indicators of School Quality suggest the degree to which the funds allocated via the Elements and Components will result in the outcomes envisioned in the vision statement. In other words, schools that do these things are more likely to obtain positive results with the funds provided than schools that do not do these things.

Designate the Performance Measures and Standards that will be used to identify the degree to which the Prototype Schools achieve the quality goals set for them in the vision

The Washington Quality Education Model must lead to measurable outcomes. Some of these will be student-learning outcomes; others may be measures of program participation; others may be behaviors subsequent to completion of public education; still others may be surveys or measures of attitudes. These are developed for each of the three Prototype Schools and change based on any changes made in the Elements and Components, Assumptions, and Indicators of School Quality. In other words, if change occurs in the programs offered in the school, the conditions of the school and school community, or the efficiency level at which the Prototype Schools are functioning, the results expected from the Prototype Schools also change.

The scores achieved by the Prototype Schools on the Performance Measures and Standards are forecast out into the future to indicate the amount of time necessary for schools to go from their current level of functioning to the levels specified by the Performance Measures and Standards. These graphs indicate the effects of the Quality Education Model over time on the school system.

Examples of possible Performance Measures and Standards include:

1. Scores on WASL assessments
2. Measures of student participation rates in programs designed to develop their creative and expressive abilities combined with an external quality review of these programs
3. Measures of student completion rates and of matriculation rates into postsecondary education and the workplace
4. Student performance on tasks designed to measure abstract reasoning; student performance in programs such as science fairs and Odyssey of the Mind
5. Survey of students to determine their attitudes toward their teachers and other adults in their school
6. Reports of harassment and intimidation and student surveys to determine incidents of discrimination and disrespect
7. Measures of parent and community engagement and satisfaction with, and knowledge of, public schools.

The Washington Quality Education Model

The WQEM describes a hypothetical program of instruction in a set of "Prototype Schools." The structure and program of Prototype Schools are designed in ways that enable the schools to achieve the goals included in the vision statement. The components of the model are specifically selected so that they support the goals of a quality education for all students, as defined in the WQEM vision statement.

The purpose of the prototype schools is to determine how much money is needed in the state for local school districts to provide an adequate education to all students and to achieve the goals contained in the vision of an adequate education. While the Prototype Schools clearly suggest one way to deliver instruction consistent with the vision, districts and schools retain the right to organize their programs in any fashion they see fit. However, the local school is still expected to function as least as well as the prototype is assumed to function. In other words, a school receiving the level of funding identified by the Prototype Schools as adequate could organize and deliver instruction in the manner thought was best for its students, but the school would still be expected to meet performance levels consistent with those anticipated by the model.

The model is therefore an attempt to bridge the gap between centralized decisions about funding and decentralized decisions about programs while still retaining some level of accountability for funds allocated and some level of local control over educational program decisions.

A. Explanation of the Prototype School Approach

The WQEM is organized around the school as the unit of analysis. Because a quality education is really the sum total of all of the school's programs, it makes sense to consider quality at the school level. Furthermore, state assessment scores are reported by school, providing at least one externally comparable measure of quality. The effects of changes in funding can be demonstrated at a school level very clearly. Such effects are often lost when

district-level budgets are analyzed. Looking at schools rather than districts allows policy makers, educators, and parents to understand more clearly and precisely the real effects of changes in funding on the day-to-day operation of schools.

Research on educational improvement indicates that schools are the proper unit of study. While individual teachers often perform heroically, their gains can be wiped out if other teachers within the building are not aligning their efforts in a similar fashion. Schools are cultures where people shape their behavior to norms and expectations. Extensive evidence exists that schools that are able to create coherent cultures and aligned programs see more significant and systematic gains in student learning. For these reasons, a quality education model focuses on prototype schools.

The Prototype Schools do not necessarily reflect precisely any individual school because the prototypes are an amalgam of characteristics, programs, and assumptions. The Prototype School Approach is successful if, on balance, the Prototype Schools are broadly representative of the challenges Washington schools face. In this fashion, the Prototype Schools can be used for the purpose of estimating overall education funding needs.

The Prototype Schools are a reflection of current educational practice and what is known about how best to improve schooling and offer a quality education based on that knowledge base. It may be possible to develop prototypes that are radical alternatives for redesigning public education. Such prototypes would have different cost levels associated with them. They will also contain many more assumptions about the changes necessary for them to be incorporated into the system. The approach used here of building off current practice and knowledge is somewhat more conservative but requires fewer assumed changes in order to generalize findings to the entire education system.

It may be necessary to add some case-specific prototypes eventually to account for two types of outlier schools. One is rural schools; the other is high-poverty schools, particularly those in urban contexts. Extensive work has been done in the state of Oregon to define both of these specialized prototypes, and the two Oregon prototypes could be incorporated at a later date into the Washington model to estimate better the costs of these two types of schools. While addition of these two prototypes will result in an increase in the estimated costs, the increase is likely to be of a modest nature, if the Oregon prototypes are any indication.

An allocation model, not a distribution model

The Prototype Schools help identify the amount of money needed statewide to fund education adequately. In this sense, the WQEM is an *allocation* model; it seeks to identify the funds that need to be allocated to public education from all sources, state and local. But the WQEM does not address the issue of distribution nor the issue of the apportionment of responsibility for funding between the state and local levels. This aspect of the model can be confusing to veteran educators and policymakers who are accustomed to thinking in terms of state general funding and local operating levies. *The WQEM does not distinguish between local and state funds. It simply identifies the amount of money needed for a quality education.*

This does not mean that distribution issues are unimportant. In fact, a model such as this indirectly brings to the fore the system used to distribute educational funds. If the state moves in the direction of an adequacy model of funding, it will most likely have to reconsider its distribution methods and the entire issue of state versus local responsibility for school funding. This larger debate is kept separate from this report. However, it would be

disingenuous not to acknowledge that an adequacy approach to funding will bring these issues to the forefront for serious consideration.

Costs not accounted for by the model

The Prototype Schools do not take into account capital costs. These are considered to remain a local issue. Educators will rightly point out that the Prototype Schools have many assumptions that would require capital expenditures, and that the WQEM does not address the issue of how local districts would find the resources to address capital needs. This is a valid criticism. Once again, the rationale is that the scope of the capital costs issue is broad enough to justify a separate report to address it.

The model does not yet take into account federal funds or ESD support to local districts. The Prototype Schools do not reflect the range of diversity or special situations that exist in reality within the state. There is no compensating factor for poverty in particular. Models have been developed that take such differences into account, but, for simplicity's sake, they are not included in this report, which is intended to demonstrate and illustrate the concept of an adequacy model.

Finally, the model does not include costs of other related factors that affect quality education. Most important among these are the costs for programs such as universal pre-school and high-quality teacher and administrator preparation programs.

Special education assumptions

The model assumes a new method for coping with high-cost special education students. In this method, students who cost more than four times the average per-pupil cost are identified as being beyond the ability of local districts to fund, and the state pays their actual expenses out of a centralized fund beyond the 4X factor, which the local district pays. In essence, the state provides a stop-loss insurance policy for local districts. This is necessary to do when constructing the Prototype Schools because the presence of one high-cost special education student in a prototype school would skew the costs. The stop-loss notion is also an important one in an adequacy-based system because it helps ensure that no school or district is at a significant disadvantage simply because it happens to enroll one or more high-cost special education student.

B. Vision of the WQEM

It is important to emphasize that the vision of a quality education is not necessarily the same as the vision of an ideal education. The definition of adequate is not automatically the same as the definition of excellent. An adequate education in the current context of schooling, however, does have many facets associated with it that go beyond a level of minimal competency or "the basics." What is emphasized in an adequate education is the ability of students to make a successful transition to a postsecondary or work environment at the conclusion of their education and to have the tools to do well in that environment. An adequate education is also one in which students are allowed to grow and mature in positive ways and in which they have the opportunity to develop their full potential. The vision that describes a quality education is extrapolated from what is currently expected from schools and therefore does not necessarily represent an ideal education.

The two documents that best define the dimensions of a quality education as specified by the Washington Legislature are the Basic Education Act and ESHB 1209. Language from relevant sections of each follows and creates the context for the Washington Quality Education Model:

RCW 28A. 150.210 The goal of the Basic Education Act for the schools of the state of Washington set forth in this chapter shall be to provide students with the opportunity to become responsible citizens, to contribute to their own economic well-being and to that of their families and communities, and to enjoy productive and satisfying lives. To these ends, the goals of each school district, with the involvement of parents and community members, shall be to provide opportunities for all students to develop the knowledge and skills essential to:

- Read with comprehension, write with skill, and communicate effectively and responsibly in a variety of ways and settings.
- Know and apply the core concepts and principles of mathematics; social, physical and life sciences; civics and history; arts; and health and fitness.
- Think analytically, logically, and creatively, and to integrate experience and knowledge to form reasoned judgments and solve problems.
- Understand the importance of work and how performance, effort, and decisions directly affect future career and educational opportunities.

RCW 28A.150.211 (1994) Values and traits recognized. The legislature also recognizes that certain basic values and character traits are essential to individual liberty, fulfillment, and happiness. However, these values and traits are not intended to be assessed or be standards for graduation. The legislature intends that local communities have the responsibility for determining how these values and character traits are learned as determined by consensus at the local level. These values and traits include the importance of:

- Honesty, integrity, and trust;
- Respect for self and others;
- Responsibility for personal actions and commitments;
- Self-discipline and moderation;
- Diligence and a positive work ethic;
- Respect for law and order;
- Healthy and positive behavior; and
- Family as the basis of society.

ESHB 1209, Sec. 1. The legislature finds that student achievement in Washington must be improved to keep pace with societal changes, changes in the workplace, and an increasingly competitive international economy.

To increase student achievement, the legislature finds that the state of Washington needs to develop a public school system that focuses more on the educational

performance of students, that includes high expectations for all students, and that provides more flexibility for school boards and educators in how instruction is provided.

The legislature further finds that improving student achievement will require:

Establishing what is expected of students, with standards set at internationally competitive levels;

Parents to be primary partners in the education of their children, and to play a significantly greater role in local school decision making;

Students taking more responsibility for their education;

Time and resources for educators to collaboratively develop and implement strategies for improved student learning;

Making instructional programs more relevant to students' future plans;

All parties responsible for education to focus more on what is best for all students; and

An educational environment that fosters mutually respectful interactions in an atmosphere of collaboration and cooperation.

Using these legislative documents as framing concepts, the Steering Committee adopted the following language to define the vision of a quality education in the State of Washington:

> The vision of a quality education begins with schools that work in partnership with parents and community members to ensure that all children thrive and have an opportunity to develop their full potential. These schools address students' different ways of learning so that students consistently achieve the state learning goals and Essential Academic Learning Requirements. Each child is able to develop the healthy, positive self-image necessary for academic success and productive citizenship in an atmosphere that is free from fear and intimidation. These schools are places that create a sense of belonging and an appreciation of diversity while reducing inequality among students. Competent and qualified adults who are genuinely concerned about children model positive behaviors that foster a pervasive culture of learning, respect, and caring between and among adults and children alike. The ultimate result of the education children receive in these schools is that all students are able to make successful transitions to the next stage of their lives.

C. Characteristics of Quality Schools

The *Characteristics of Quality Schools* create a framework for judging how effectively and efficiently the Prototype Schools are functioning. This is important to do because it is not enough simply to specify the resources needed to offer a quality education program. If a school is functioning poorly, increases in resources alone are not likely to lead to improvement. Conversely, schools that are highly effective on the *Characteristics of Quality Schools* can achieve remarkable results when increased resources are provided to them.

The *Characteristics of Quality Schools* serve to define a series of organizational conditions that interact with resources as specified in the elements and components of the Prototype Schools.

Therefore, they determine the educational results the Prototype Schools will produce. The *Characteristics of Quality Schools* are not a vision statement, but a set of propositions stated in terms that can be measured. They specify organizational processes and functioning that are derived from research and are associated with improved academic results.

The way the *Characteristics of Quality Schools* work in relation to the Prototype Schools is that assumptions are made regarding the degree to which the Prototype Schools meet the criteria stated in the *Characteristics of Quality Schools*. Based on these assumptions and in combination with the elements and components specified for the Prototype Schools, one can establish the performance to be expected from the Prototype Schools at various funding levels.

All factors affecting student achievement and school functioning are not under the control of schools or of the WQEM. State directives and district policies, for example, have an effect on program delivery at the school level. Within this limitation, the *Characteristics of Quality Schools* serve as a reliable set of practices and policies that allow schools to have the greatest effect on student learning in the areas where they do have control. The *Characteristics of Quality Schools* are derived from two primary sources; 1) a wide range of educational research conducted over the past 35 years commonly referred to as the "effective schools research," 2) recent studies of organizational effectiveness in areas such as teaching quality, parent involvement, and the interaction between state policy and school practices. Specific citations supporting the research base underlying each statement are contained in Appendix B.

1. *Clear and shared focus:* Everyone in the school community has a clear, shared focus on student achievement in a positive learning environment. This focus, or vision, is used to guide decision-making and allocation of resources in the building.

2. *High standards and expectations:* Teachers and staff believe that all students can learn. Teachers operate under the assumption that they can teach all students. The school enacts high expectations for all students as reflected in the structure and content of the instructional program.

3. *Effective school leadership:* High-performing schools require principals who have a deep craft knowledge of effective instruction and are able to coach teachers accordingly. In this context, principals advocate, nurture, and sustain a school culture in which all adults are involved in decision-making and share responsibility for student learning. Leadership is broadly developed in these schools.

4. *Safe, supportive learning environment:* Students feel secure at school and in the classroom. Students know adults in the school care about them. Instruction is designed to promote student self-confidence, their respect for self and others, and connection with other learners.

5. *High levels of parent and community involvement:* Schools create opportunities for parents to be involved as partners in their children's education. Members of the business community and public agencies are actively engaged in activities to support student learning. An active effort is made to share information on the school's programs and performance on a variety of measures. Parents are involved in decisions about school programs.

6. *High levels of collaboration and communication among adults who work and volunteer in the school:* The school has well-established channels, activities, and norms that maximize interaction among adults. This interaction leads to regular exchanges of information regarding individual students, improvements in the instructional program and the climate of the school.

7. *Continuous adjustment and adaptation of teaching and learning:* Teachers use formal and informal information on student learning to make changes and improvements in the instructional program and classroom teaching.

8. *Curriculum, instruction, and assessment aligned with standards:* Curriculum, instruction, and classroom-based assessments are aligned with the Essential Academic Learning Requirements. Communication and planning systems operate to align the school's instructional program within the school across grade levels and between schools from elementary to middle and middle to high school.

9. *Focused, effective professional development:* The school sponsors and facilitates an ongoing program of adult learning connected to the school's goals. The program is designed to improve the individual and collective skills of all staff in ways that enhance their ability to improve student learning.

10. *High teacher and teaching quality:* Teachers have content knowledge and instructional skills that enable them to teach to the state standards effectively. Teachers are able to adapt their instruction to the students in their classes and know when and how to access appropriate resources and specialists when necessary. When teachers make decisions about the instructional materials and methods, they utilize research whenever possible as a key reference point.

11. *Data systems that enable staff to make decisions to improve student learning and success:* The school has a user-friendly, convenient system for making a wide range of data on student performance, curriculum, and instruction available directly to staff and, where appropriate, to parents and the community. This information includes cumulative student-level data as well as system-level information that can be disaggregated by student subgroup and is used regularly to set goals, to assess school progress, and to allocate resources.

12. *Policies that support school quality and allow flexibility, innovation, and adaptability of educational practice:* School boards, superintendents, and central offices develop coherent policies that help schools as they seek to achieve state and local goals. Decision making authority is decentralized appropriately to allow schools to have effects on student learning in areas where schools do have control. Everyone in the school system is accountable for the achievement of school goals.

D. Elements and Components

The elements and components define the programs, materials, and staffing present in the prototype schools. They serve to operationalize the vision. An element is defined as a set of functions or activities that are important to the school's ability to offer an instructional program. Components are subsets of elements. Components allow elements to be broken into smaller, more understandable parts and to understand better how funds are distributed.

Below is an example of a program element — core staffing — and its components of staffing levels for Kindergarten, grades 1-3, and grades 4-5. Other certified staffing positions — in areas such as art and music, special education, and instructional improvement — would be contained in another element.

This example shows how the model makes explicit the allocation of each level of core staff. For each component, the number of staff is specified in an additional column. This level of detail helps define clearly what a quality education entails in terms of staff and programs.

Element:	Component:
Core staffing	Kindergarten
	Grades 1-3
	Grades 4-5

Calculating the Costs for Program Elements and Components

The costs for each component and element were calculated from the following five sources: 1) a survey of Washington school districts representing approximately 11 percent of the students in the state; 2) research on effective educational practices; 3) data from publications of the Office of the Superintendent of Public Instruction; 4) data from Washington education professional associations; 5) experts from Washington school districts and schools. These sources were also used in developing certain assumptions about Prototype Schools and how they would best be organized and funded.

Research on effective educational practices helped inform assumptions about optimum class size and about additional time needed to bring students to standard.

OSPI data were used in calculating enrollment figures, in developing Prototype School assumptions, and in determining average salaries.

The Washington Association of School Administrators and the Washington School Personnel Association provided data on average salaries for administrators and support staff, respectively. The Washington Education Association provided data on average teacher salaries and teacher experience.

Experts from Washington schools, including members of the Steering Committee and the working groups, provided information on specific school functions and costs in areas for which data were not well enough developed. In addition, these experts reviewed the model at various points to ensure that the prototype schools represented the manner in which actual schools function.

E. Underlying Assumptions about the Prototype Schools

In order to design prototype schools, it is necessary to establish underlying assumptions about the nature of these schools, the challenges they face, and the context in which they are located. An example is teacher experience. As the assumption about the experience level of teachers used in the school changes, so do the costs. Underlying assumptions describe how efficiently and effectively the school is functioning. For example, principal leadership has been shown to be critically important, so it is necessary to assume that the principals at Prototype Schools are capable and competent to lead a comprehensive improvement effort designed to enable more students to meet standards. If principals are not able to do this, the likelihood of improvement diminishes dramatically regardless of funding increases.

The WQEM also makes assumptions about how efficient the Prototype Schools are in their use of resources. If schools are inefficient, they will require much larger amounts of resources. The assumptions identified in Table A provide a context for understanding what the Prototype Schools look like.

Table A: Underlying Assumptions about Prototype Schools

Assumption:	Elementary Prototype K-5	Middle School Prototype 6-8	High School Prototype 9-12
School size (state average) Source: Figure 3, Organization and Financing of Public Schools, 2002, OSPI	429	639	954
Centralized services available to school	School receives services and support from central office and/or ESD		
Age of building Source: State Board of Education, 1/22/2002	Approximately 35 years		
Average teacher experience in district Source: LEAP (Legislative Evaluation and Accountability Program Committee)	11.9 years (Bi-modal distribution)	11.9 years (Bi-modal distribution)	11.6 years (Bi-modal distribution)
Teacher qualifications Source: Estimate based on LEAP data	BA +135 Fully certificated and properly assigned		
Administrator qualifications *Source: Expert panel recommendation*	Fully certificated and properly assigned		
Classified staff qualifications *Source: Expert panel recommendation*	Fully qualified and properly assigned		
Students per computer Source: Expert panel recommendation	6:1	6:1	6:1
Percent special education students Source: SPI December 2000 federal childcount report	13.8%	12.6%	11.6%
Percent English language learners Source: Total Enrollment From State Caseload Forecast Council, spread across grades per Table 3-4 of SPI January 2002 Annual Bilingual Instruction Program Report.	9.3%	4.3%	3.7%
Percent of students eligible for free/reduced lunch Source: OSPI School Apportionment Services	31%		
Alignment of curriculum, instruction, assessment within school Source: Expert panel assumptions	Teachers work together across grade level, share strategies and resources. Vertical alignment (from grade to grade and level to level) adequate to allow smooth student transition.		
Parent involvement Source: Expert panel assumptions	Involvement in classrooms, support at home; attendance at school events, conferences	Support for students to attend, do homework; attendance at school events, conferences	Support for students to attend, do homework; attendance at school events, conferences
Training to implement state reforms Source: Expert panel assumptions	Teachers and administrators have the knowledge and expertise necessary to implement state reform. Training is integrated into ongoing, required professional development		

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Disposition toward reforms Source: Expert panel assumptions	Teachers and administrators agree with reform goals and their focus on student learning. Both groups are experiencing challenges as they implement reforms. Secondary school support is somewhat more uneven.
School culture Source: Expert panel assumptions	Professional collegial relationships focus on creating an environment that supports academic achievement. Students feel safe and supported and are able to focus on academic achievement
Principal leadership skills Source: Expert panel assumptions	Capable of creating an effective learning/teaching environment.
Principal management skills Source: Expert panel assumptions	Strong. Able to lead and direct the activities and programs necessary to ensure student/teacher success.
Uses of data to improve student learning Source: Expert panel assumptions	Frequently used, appropriately disaggregated and directed at instructional improvement.
District capacity to support schools Source: Expert panel assumptions	Capable central office support and leadership. District allocates resources equitably to support student needs.
District policies as a tool to help reform & improvement Source: Expert panel assumptions	Policies support flexibility at the school site to create programs that enable the vision of a quality education to be achieved.

F. Performance measures

A quality education model is about results, not just programs. For schools to be judged under such a model, the state must identify measures that can determine the degree to which schools are fulfilling their responsibility to achieve the vision of a quality education if provided adequate resources.

Many possible measures can be used to determine success and establish accountability. The following chart contains examples of how performance could be gauged once adequate resources were provided. The chart considers how each aspect of the vision statement might be judged. The results presented here are based on responses of members of the work groups and Steering Committees. Finalizing the performance measures and standards will require extensive additional involvement to select the correct measures and the all-important performance standard for each measure. What a quality education model makes clear is that new data systems are necessary for gauging how well schools are performing relative to clearly established expectations and standards.

Performance measures for the WQEM

The following chart contains the various dimensions of the visions statement. Under each dimension a number of possible measures are presented for assessing the performance of schools in achieving the vision. Each possible measure is accompanied by an average rating of its potential use. The ratings presented are those that received the highest scores from members of the working groups and Steering Committee.

4= essential

3= desirable

2= useful

1= luxury or not terribly useful

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1. Partnerships with Parents and Community Members		Mean:
a.	levy passage rate	3.5
b.	satisfaction survey	2.9
c.	school improvement plan development components	2.8
d.	meaningful involvement of parents of SCDM	2.8
e.	PTA involvement	2.8
f.	knowledge of parents about the school and reform issues	2.8
g.	time (hours) providing support with child's learning at home	2.8

2. All Children Have an Opportunity to Develop their Full Potential		
a.	survey graduates, parents	3.0
b.	truancy indicators, sick/absence	3.0
c.	high school climate survey for students	2.9
d.	standardized tests	2.8
e.	involvement in school activities	2.7

3. Schools That Address Students' Different Ways of Learning		
a.	observe teaching techniques and assessments compared to student learning styles	3.6
b.	assess achievement of students in alternative settings	3.3
c.	teacher evaluation process	3.3
d.	performance samples, products, and progress reports that reference learning styles	3.2
e.	number of instructional strategies used by teachers	3.2

4. Students Consistently Achieve the State Learning Goals and EALRs		
a.	classroom-based performance assessments, portfolios	3.5
b.	WASL scores annually and over time	3.1
c.	ITBS/ITED	3.0
d.	student survey of perceptions of knowledge and skills	2.9
e.	district-level tests	2.8

5. Each Child Develops a Healthy, Positive Self-Image

a.	attendance/discipline	3.3
b.	teacher observations of students	2.9
c.	pre-post attitudinal survey of students each year	2.8
d.	9th grade students self-image survey	2.7
e.	student participation in extra-curricular activities	2.7
f.	school counselor survey and counseling data on well-being of students	2.7

6. Learning Occurs in an Atmosphere that is Free from Fear and Intimidation

a.	reports of bullying/harassment	3.6
b.	incident statistics	3.3
c.	student attendance	3.0
d.	staff climate survey	2.9
e.	observations of students	2.8

7. Schools Create a Sense of Belonging and an Appreciation of Diversity

a.	curriculum review: curriculum is relevant to cultural diversity of school	3.2
b.	disaggregated student discipline data	3.2
c.	incidents of racial/ethnic/religious/sexual harassment	3.1
d.	budget - delivery of resources (time and materials) where the need is highest	3.1
e.	attitudinal studies, comparison of students to measure of equality among various groups, measure "gap" between groups	2.9

8. Reduce Inequality Among Students

a.	achievement gap reduction evidence	3.6
b.	disaggregate data by student demographics regarding: GPA, drop-out, graduation rates, WAS, other standardized tests	3.5
c.	equity of funding among schools, with acknowledgement of the special needs of some schools to reduce inequality	3.4
d.	enrollment and participation in gifted, special education, discipline numbers	3.3

9. Competent and Qualified Adults

a.	teacher training in pedagogy and curriculum	3.6
b.	certification	3.5
c.	teacher evaluation	3.4
d.	number of teachers mis-assigned	3.3
e.	teacher degrees, formal education	3.2

10. Adults Who are Genuinely Concerned about Children

a.	student surveys	3.1
b.	observations	2.8
c.	parental surveys	2.7
d.	interviews with representative sample of faculty	2.7

11. Positive Behaviors that Foster a Culture of Learning, Respect, and Caring

a.	observations	3.2
b.	student/teacher reflections	3.0
c.	school climate measures	2.9
d.	student attendance rates	2.9
e.	climate survey data	2.8

12. All Students Make Successful Transitions to the Next Stage of their Lives

a.	mastery of basic skills	3.7
b.	follow-up on elementary to middle school and middles school to high school	3.6
c.	longitudinal "exit" studies of students	3.3
d.	graduation rates	3.2
e.	rates of post secondary application, enrollment, graduation	3.0
f.	number of students who go into higher education 2, 3, 4 years after graduation	2.9
g.	remediation rates in postsecondary education	2.8
h.	employer surveys	2.7

The Prototype Schools of the Washington Quality Education Model

A. Changes called for by the WQEM

The WQEM calls for changes in a number of elements and components of schools as the means by which an adequate education can be offered to all students. The following listing summarizes the key changes and the rationale for those changes by Prototype School. The first chart, for the elementary prototype, contains elements that are also repeated in the middle and high school prototype schools. Subsequent charts for middle and high school prototype schools contain only elements unique to those prototypes.

Table B: Major changes contained in the WQEM Elementary School Prototype

Element/Component	Rationale
Raise teacher, principal, assistant principal, administrative assistant, educational staff associates, and teacher salaries to the average of Far West states	Washington is part of a regional labor pool. Educators move across state boundaries in the western states, and salary is one of the important variables taken into account when people choose to move to or from a state. This is particularly true for those earlier in their careers. Given the importance of quality teachers, attracting and retaining the best teachers in the western U.S. is an important priority to and prerequisite of a quality education model.
Increase compensation of certified substitutes to market level to attract a sufficient pool of quality substitutes	Substitute teachers are being recognized as ever more important contributors to sustained student learning. As the demands of educational reform necessitate more teacher professional development in particular, a highly trained cadre of substitute teachers provides time for teachers to improve their skills without their classes falling behind.
Create full-day kindergarten statewide at a pupil/teacher ratio of 18:1	An ever-increasing body of research points toward early childhood education as the key to sustained student achievement in school. An increased investment in kindergarten ensures that those students least likely to attend preschool programs will have a better opportunity to be provided extra support at an early age within the public schools.
Decrease pupil/teacher ratios in grades 1-4 from 24:1 to 21:1	A modest decrease in class size of this nature will not, in and of itself, result in dramatic gains in student achievement. In combination with the other elements of the WQEM, however, this change can be expected to contribute to increased teacher ability to tailor lessons to student needs, to better communication with parents regarding student progress, and to give more attention to students as individuals in ways that help them develop their social and interpersonal skills.
Decrease pupil/teacher ratio in grade 5 from 27:1 to 24:1	Fifth grade teachers would be more able to facilitate successful transitions for students from elementary to middle school. The smaller class size also helps retain quality teachers at this important grade level.
Increase from 5.48 FTE to 8.31 FTE the certificated staff in the building who teach "specials"	Increasing staff in this category allows for a full program of elementary art, music, P.E., foreign language and other special classes that parents and students alike value highly. These classes offer students the opportunity to develop many facets of their intellect and explore a range of interests. Often, these classes serve to give students a reason to do well in academics. A full set of specials teachers also allows classroom teachers adequate time for lesson preparation in order to be able to adapt material to learner needs.
Increase from 0.27 FTE to 1.0 FTE the certificated staff in the English as a Second Language program	Enabling second language learners to become fluent in English has taken on greater importance as the proportion of second language learners has increased. ESL programs must be capable of enabling students to make a rapid and successful transition into the regular classroom where their academic abilities can be more fully developed.
Decrease the pupil/teacher ratio of Special Education certificated staff from 23:1 to 18:1	As the true extent of the need to provide special education has become clearer during the past decade, so has the importance of effective special education programs for these students. Reduced pupil/teacher ratios here help achieve the state's goal that even students for whom learning is more challenging are able to reach high academic standards.
Increase special education classified staff from 2.7 FTE to 3.7 FTE	Special education classrooms require a team approach to learning. Classified staff play an important role as members of the learning team that helps students remain on task and focused on increased learning.
Increase from 0.25 FTE to 2.50 FTE the certificated staff who provide additional time for students to reach standards	These additional resources are used in a variety of ways, including after-school and Saturday school in addition to summer programs. They provide services specifically designed to enable the lowest 20% of students to close the achievement gap that exists between them and their peers.
Increase from 0.56 FTE to 2.50 FTE the classified staff who provide additional time for students to reach standards	High quality classroom assistants are a key element in the provision of services to low-achieving students. These staff members can work with small groups of students and offer the sustained contact and support necessary for many learners to sustain the desire and overcome the obstacles necessary to achieve at a higher level.
Increase from $1,762 to $5,000 the budget for supplies to support students needing extra time to reach standards	This level of support allows for purchase of materials that supplement existing texts and resource materials in ways that help students below standard to make sustained progress.
Increase from 0.1 FTE to 0.5 FTE the building-based certificated staff whose duty it is to support instructional improvement	Each school would have an individual with responsibilities for peer coaching and mentoring, identifying new curriculum materials and instructional methods and introducing them into the school, helping teachers interpret assessment data, and other activities designed to improve student learning.
Increase basic education support classified staff from 2.7 FTE to 4.0 FTE	While in practice schools make the decisions about how best to employ these additional staff, the prototype school foresees them helping teachers with a range of duties and responsibilities in ways that free up teachers to spend more time working with individual students.

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Element/Component	Rationale
Increase main office classified support and services from 1.9 FTE to 2.5 FTE	This modest increase simply ensures that the school's main office is available to be responsive to the needs of teachers and parents alike and that record-keeping requirements and other related tasks are handled in an efficient fashion, and that funds intended for the classroom are not diverted to building administration.
Increase the position of administrative assistant from 0.1 FTE to 0.5 FTE	Most elementary schools have very little administrative support for the principal's position. This makes it very difficult for principals to serve as instructional leaders. Administrative assistants ensure that a range of management tasks are addressed efficiently so that the school leadership team can remain focused on improving student achievement.
Increase budget for public communication from $1,009 to $4,986	Communications with parents and community members are becoming increasingly important. A modest budget for this purpose helps parents and community members understand what is going on at school and enables them to support the school better.
Provide a computer for each teacher and classified staff, 1 computer per 6 students, and replace 25% of computers per year	School budgets do not accommodate well the demands technology makes for regular updates, nor for the number of machines necessary to get to a "critical mass" in a school building where enough people have computers to allow them to be used effectively. Reducing ratios and replacing hardware on a fixed schedule helps schools make effective use of technology.
Purchase $300 of software per new computer	Software costs are often not built into the overall expense of purchasing new computers. This allowance ensures schools always have reasonably current versions of software.
Budget $100 per computer for network upkeep/upgrade	As schools have added technology, they have not necessarily been able to budget for network management. Specific funding for this purpose helps ensure that resources intended for the classroom are not diverted to maintenance tasks.
Increase the budget for texts and classroom sets to $62 per student	Budgets for texts and classroom materials are chronically under-funded. This allocation is designed to ensure that students always have current materials in good condition available to them.
Increase classroom equipment and materials budget to $102 per student	Adequate equipment and materials are critical to offering effective instruction to a wide range of learners. These resources help engage reluctant learners and accelerate engaged learners.
Create copying budget of $27 per student	The copying budget can be constrained somewhat if the school has adequate texts and materials, which decrease teacher needs to copy from source materials.
Create media center materials budget of $15 per student	The increasing importance of research skills means schools need up-to-date media centers where students can use a variety of sources to investigate problems and create reports.
Increase the budget for extracurricular expenditures (field trips, etc) to $8 per student	Extracurricular activities are an important component of a quality education. They allow teachers to create learning activities where the concepts and ideas students are taught can be put into practice and seen in operation.
Increase teacher professional development time to 10 days per certificated teacher	Lack of time for professional development is one of the greatest barriers to school improvement. This time can be used in a wide variety of ways, including extended contracts, release days, and compensation for working on specific projects, such as curriculum development, outside of contract time.
Increase to $10 per student the budget for professional development travel and materials	These funds allow teachers to visit other schools that have effective programs in order to learn from them, to attend professional meetings, and to purchase materials such as video programs, that help teachers improve their teaching skills.
Increase to $4.83 per student the budget for professional development consultants	Outside consultants, often university professors or teachers with knowledge of effective techniques, are a valuable resource to school staffs that seek to improve their skills through a comprehensive schoolwide staff development program.
Increase to 10 days per year professional development for classified staff with classroom responsibilities	Classified staff who help directly in the classroom need to be able to develop their technical skills in ways that enable them to promote student learning more effectively and efficiently.
Increase teacher preparation days to $134 per student	Doing so would result in statewide equity in the number of professional days teachers had, eliminating a potential source of inequity among schools and districts.
Increase principal leadership training to 5 days per year	Research supports the importance of the principal as instructional leader. A set amount of leadership training helps ensure principals fulfill their roles effectively.
Increase centralized special education costs to $490 per special education student provided centralized services (above current FTE funding)	This adjustment helps ensure that adequate funds are available to cover the actual costs of services provided to special education students served centrally and not by the schools.

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Element/Component	Rationale
Increase centralized curriculum and assessment development to $200 per student	Given the importance of assessment knowledge and effective curriculum to improved student learning, central services in these areas need to be strong and readily available to schools.
Fund centralized public information office at $5.00 per student	Parents and community expect to be kept informed regarding educational change and improvement. In an information age, a district's ability to communicate with these constituencies takes on even greater importance. Centralized public information services also help schools prepare reports, newsletters, websites, and other modes of public communication.
Change in per pupil spending	Current: $6,113 WQEM: $8,393 WQEM w/o salary increases: $7,950 Note: these figures are not equivalent to commonly-reported per-pupil expenditure figures and are specific to the WQEM due to differences in the method for calculating per-pupil expenditures
Percent increase over Current Service Level model including salary increases	37%
Percent increase over Current Service Level without salary increases	30%

Table C: Major changes contained in the WQEM Middle School Prototype

Rationale is provided only for elements and components that have not previously been explained in the Elementary School Prototype

Element/Component	
Increase staffing for academic and elective program from 33.14 to 35.34 (Decrease overall pupil/teacher ratio from 25.6:1 to 24:1)	
Add 3 additional teachers in core disciplinary subjects	
Increase ESL certificated staff from 0.56 to 0.82 FTE (Decrease ESL pupil/teacher ratio from 65:1 to 44.5:1)	
Decrease Media/Librarian from 1.05 FTE to 1.0 FTE	
Increase School Nurse from 0.24 FTE to 0.50 FTE	Basic health services are critical to keeping more students in school, particularly students who most need to be attending regularly
Increase special education certificated staff from 4.14 FTE to 5.92 FTE (Decrease pupil/teacher ratio from 26:1 to 18:1)	
Increase certificated counselors from 2.54 to 3.39 FTE (Decrease pupil/counselor ratio from 334:1 to 250:1)	
Increase certificated FTE to provide additional time for students to reach standards from 0.27 FTE to 3.0 FTE	
Increase classified FTE to provide additional time for students to reach standards from 0.49 FTE to 3.00 FTE	
Increase supplies to support students needing extra time to reach standards from $833 to $8,500	
Increase building-based certificated staff to support instructional improvement from 0.4 FTE to 1.0	
Increase nurse/health assistant from 0.25 FTE to 1.0 FTE	This position provides a full-time person to deal with health-related issues, monitor medications, and ensure students receive adequate medical attention when needed.
Increase special education classified staff from 2.99 FTE to 5.92 FTE	
Increase classified staff for academic departments from 2.52 FTE to 4.0 FTE	Support staff for academic departments enable teachers to be freed from routine tasks, such as preparing materials or entering data, so that they can focus on lesson design and student support.
Increase classified staff for attendance from 0.50 FTE to 1.0 FTE	Adequate staff to monitor attendance helps increase student attendance, communicate with parents, identify students with potential problems before they reach a crisis point, communicate more with parents.
Increase community outreach classified staff from 0 FTE to 1.0 FTE	Outreach staff help engage parents in school, particularly parents from groups historically less engaged with schools. Outreach staff deal with attendance and academic problems by making personal contacts with families.
Increase family resource coordinator classified staff from 0 FTE to 0.50 FTE	Family resource coordinator helps families that are in need or in crisis by connecting them with the appropriate services and agencies and by informing the school staff about the nature of the situation. Students benefit when they feel that their family lives are under control.

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Increase volunteer coordinator classified staff from 0 FTE to 1.0 FTE	Volunteers can server a range of important functions at the middle level. They can tutor students, assist counselors, help students with computers and technology, supervise student activities and clubs, and work in classrooms.
Increase receptionist from 0.50 FTE to 1.0 FTE	Adequate support staff in main office ensures good communication with community and parents as well as resolution in a timely fashion of many minor and major student problems. This helps school function more smoothly and helps keep students focused on learning.
Increase campus monitor classified staff from 0.50 FTE to 1.0 FTE	Campus security monitors are non-uniformed individuals who help maintain order by being visible around campus and interacting informally with students before problems occur.
Decrease principal from 1.04 FTE to 1.0 FTE	
Decrease assistant principal from 1.28 FTE to 1.0 FTE	
Increase teacher leadership from $14.57 per student to $100 per student	Administrator costs can be kept relatively constant because teachers can assume more leadership positions. When teachers are in positions of leadership, greater improvement occurs in schools. Such positions include lead teacher, mentor teacher, department head, and facilitator.
Computer for each teacher and classified staff, 1 computer per 6 students, replace 25% of computers per year	
Computer software $300 per new computer	
Network upkeep/upgrade $100/computer	
$59 per student for texts, classroom sets	
$108 per student for classroom equipment and materials	
$22 per student for copying	
$39 per student for media center materials	
Increase teacher professional development to 10 days per certificated teacher from $52.44 per student to $186 per student	
Increase professional development travel and materials from $.73 per student to $10 per student	
Increase professional development for classified staff with classroom responsibilities to 10 days per year	
Increase teacher preparation days from $118 per student to $131 per student	
Increase centralized special education based on assumption of number of students served	
Increase centralized curriculum and assessment development from $134 per student to $180 per student	
Increase centralized public information to $5 per student	
Change in per pupil spending	Current: $5,615 WQEM: $7,830 WQEM w/o salary increases: $7451 Note: these figures are not equivalent to commonly-reported per-pupil expenditure figures and are specific to the WQEM due to differences in the method for calculating per-pupil expenditures
Percent increase over Current Service Level model including salary increases	39%
Percent increase over Current Service Level without salary increases	33%

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Table D: Major changes contained in the WQEM High School Prototype

Rationale is provided only for elements and components that have not previously been explained in the Elementary or Middle School Prototypes

Element/Component	Change:
Add teachers in core disciplinary subjects from 0.18 FTE to 6.0 FTE (Decrease ratio from 1:7,802 students to 1:237)	
Increase ESL certificated staff from 0.74 FTE to 1.17 FTE (Decrease pupil/teacher ratio to 44:1)	
Increase certificated staff for Media/Librarian from 0.90 FTE to 1.0 FTE	
Increase School Nurse from 0.39 FTE to 1.0 FTE	
Increase special education certificated staff from 5.60 FTE to 9.19 FTE (Decrease pupil/teacher ratio from 30:1 to 18:1)	
Increase additional special student programs from 1.19 FTE to 2.0 FTE	High schools require additional resources to help retain students and engage potential dropouts. Investments in these programs increase graduation rates and performance on state assessments.
Counseling Decrease from 1:350 to 1:250 (Increase FTE from 4.06 to 5.68)	
Increase co-curricular/activities director from 0.31 FTE to 1.0 FTE	Co-curricular activities, including clubs and organizations, are important dimensions of the high school experience. Evidence suggests that students who are involved in such activities do better than those who are not.
Increase certificated FTE to provide additional time for students to reach standards from 0.21 FTE to 5.0 FTE	
Increase classified FTE to provide additional time for students to reach standards from 0.29 FTE to 5.00 FTE	
Increase supplies to support students needing extra time to reach standards from $0 to $14,200	
Increase building-based certificated FTE to support instructional improvement from 0.4 FTE to 1.0	
Increase nurse/health assistant from 0.5 FTE to 1.0 FTE	
Increase special education classified staff from 0.6 FTE to 3.06 FTE	
Increase support staff for alternative programs from 0.34 FTE to 1.0 FTE	Alternative programs are an integral dimension of high school programs that seek to appeal to a wide range of students. Support staff help make connections with students and provide general logistical support to these programs.
Increase support staff for counseling office from 0.48 FTE to 1.0 FTE	Counseling office support staff provide a range of services to students and free counselors to focus on providing the services students need to plan and execute their academic programs successfully and cope with problems they may be facing.
Increase school-to-work coordinator from 0.33 FTE to 1.0 FTE	Many students need to connect their learning with the world beyond schools. A school-to-work coordinator organizes and supervises programs where youth can apply their learning to real-world settings and make successful transitions from school to work.
Increase registrar from 0.96 FTE to 1.0 FTE	As more information on student performance is generated from state testing, portfolios, and off-site learning activities, scheduling and transcript management become more complex. The registrar helps facilitate this wider range of information and learning experiences.
Increase attendance office support staff from 0.72 FTE to 1.0 FTE	
Increase community outreach support staff from 0.16 FTE to 0.5 FTE	
Increase departmental support classified staff from 0.38 FTE to 6.0 FTE	
Decrease Media Center support staff from 1.07 FTE to 1.0 FTE	Adequate staffing of the certificated position in the Media Center allows for a slight reduction in the support staff.
Increase receptionist from 0.74 FTE to 1.0 FTE	
Decrease miscellaneous basic ed staff from 4.13 FTE to 0 FTE	These duties are assumed by departmental support staff
Decrease principal from 1.21 FTE to 1.0 FTE	
Decrease assistant principal from 2.21 FTE to 2.0 FTE	
Increase teacher leadership from $32.19 per student to $100 per student	
Computer for each teacher and classified staff, 1 computer per 6 students, replace 25% of computers per year	
Computer software: $300 per new computer	
Network upkeep/upgrade $100/computer	
Texts, classroom sets $82 per student	
Classroom equipment and materials $108 per student	
Copying $23 per student	
Media center materials $56 per student	

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Element/Component	Change:
Increase extracurricular expenditures from $17.51 per student to $35.03 per student	These include sports, drama, music, and other after-school programs. The funding level helps keep participation fees to a reasonable level and eliminates them for students with financial need. This level of funding also ensures a full program of extra-curricular activities so that the maximum number of students can become involved.
Teacher professional development Increase to 10 days per certificated teacher from $62.52 per student to $193.50 per student	
Professional development travel and materials Increase to $10 per student	
Professional development for classified staff with classroom responsibilities Increase to 10 days per year	
Teacher preparation days Increase from $138 per student to $153 per student	
Centralized curriculum and assessment development Increase from $144 per student to $192 per student	
Centralized public information Increase to $5 per student	

Change in per pupil spending	Current: $5,914 WQEM: $7,753 WQEM w/o salary increases: $7,379 Note: these figures are not equivalent to commonly-reported per-pupil expenditure figures and are specific to the WQEM due to differences in the method for calculating per-pupil expenditures
Percent increase over Current Service Level model including salary increases	31%
Percent increase over Current Service Level without salary increases	25%

B. Overview of the costs of the WQEM

Table E: Comparison of per-pupil costs under three models (Based on the 2000-01 school year)

	State Allocations per pupil expenditure	CSL (State Allocations and Local Funds) per pupil expenditure	WQEM (w/salary increases) per pupil expenditure	WQEM (w/o salary increases) per pupil expenditure	% increase from CSL to WQEM w/salary increases	% increase from CSL to WQEM w/o salary increases
Elementary	$5,112	$6,113	$8,393	$7,950	37%	30%
Middle	$4,687	$5,615	$7,830	$7,451	39%	33%
High School	$4,663	$5,914	$7,753	$7,379	31%	25%

Table F: Comparison of statewide costs under three models

The following funding sources are not included: federal funds; most capital funds; Running Start enrollment; institutional education; skills centers; small school factor; and a number of small state special grant programs.

	Current Services Level	Quality Education Model
Elementary	$2,560,525,578	$3,465,714,606
Middle School	$1,299,623,002	$1,724,579,051
High School	$1,728,861,237	$2,157,021,585
Total	$5,589,009,816	$7,347,315,242

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Table G: Comparison of average per-pupil spending adjusted for regional cost differences (with WQEM and without).
Source: Education Week, Quality Counts 2002

		State average	% of U.S. average
1	District of Columbia	$9,546	134.8
2	New Jersey	$9,362	132.3
3	North Dakota	$8,983	126.9
4	New York	$8,858	125.1
5	Connecticut	$8,804	124.4
6	Wisconsin	$8,744	123.5
7	Wyoming	$8,657	122.3
8	Rhode Island	$8,630	121.9
9	Vermont	$8,622	121.8
10	Minnesota	$8,621	121.8
11	Delaware	$8,552	120.8
12	West Virginia	$8,444	119.3
13	Indiana	$8,296	117.2
14	Pennsylvania	$8,117	114.7
15	Nebraska	$7,961	112.5
16	Michigan	$7,922	111.9
17	Massachusetts	$7,837	110.7
18	Maine	$7,802	110.2
19	**WQEM**	**$7,656**	
20	Kentucky	$7,639	107.9
21	Maryland	$7,616	107.6
22	Oregon	$7,614	107.6
23	Iowa	$7,603	107.4
24	Kansas	$7,591	107.2
25	South Carolina	$7,275	102.8
26	South Dakota	$7,157	101.1
27	Alaska	$7,129	100.7
28	Montana	$7,032	99.3
29	Illinois	$6,968	98.4
30	New Hampshire	$6,967	98.4
31	Virginia	$6,965	98.4
32	New Mexico	$6,956	98.3
33	Georgia	$6,955	98.2
34	Ohio	$6,890	97.3
35	Texas	$6,772	95.7
36	Louisiana	$6,695	94.6
37	Alabama	$6,686	94.4
38	Oklahoma	$6,591	93.1
39	North Carolina	$6,570	92.8
40	Hawaii	$6,409	90.5
41	Missouri	$6,323	89.3
42	Tennessee	$6,282	88.7
43	**Washington**	**$6,256***	**88.4**
44	Florida	$6,251	88.3
45	Colorado	$6,173	87.2
46	Mississippi	$6,062	85.6
47	Arkansas	$6,047	85.4
48	Nevada	$5,911	83.5
49	Idaho	$5,853	82.7
50	California	$5,603	79.1
51	Arizona	$5,006	70.7
52	Utah	$4,579	64.7

* unadjusted figure for SY 01-02 is $6705 (source: National Center for Education Statistics, Early Estimates of Public Elementary and Secondary Education Statistics: School Year 2001–02). (See Appendix C for a comparison of Washington's adequacy of funding to other states)

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Elements and Components of the Prototype Schools

This section presents the Prototype Schools in detail. The WQEM specifies the program elements and components that make up the prototype schools used as the basis for defining an adequate education. The tables used to present the Prototype Schools contain the level of detail necessary to ascertain the differences between current educational programs and practices and those that would be put in place as a result of a fully funded adequacy model.

The WQEM presents prototype schools at elementary, middle, and high school. The changes in the elements and components in the Prototype Schools are compared to what is called the Current Service Level (CSL); programs and practices that exist currently, based on a survey of districts conducted for the project by consultant Bill Freund. The CSL serves as a departure point for comparisons with the elements and components of the WQEM. The specifications of Current Service Level should be viewed as approximations rather than precise figures at this point. This is a reflection of the diversity of practices that exist within Washington school districts currently and the lack of statewide data on educational expenditures in the types of categories contained in the Prototype Schools.

Each of the three educational levels — elementary, middle, and high school — is presented in turn. Refer to the previous tables that summarized the key differences between CSL and WQEM for an overview of the distinctions between the CSL and WQEM.

A. Elementary School of 498 Students

Table H: Detailed Comparison of Current Service Level and Washington Quality Education Model Elementary School Prototype

Program Element:	Component	CSL FTE Staff	CSL Component cost (2000-01)	CSL Workload and Unit Costs	WQEM FTE Staff	WQEM Component cost (2000-01)	WQEM Workload and Unit Costs
Enrollment	K-5 FTE Enrollment			478.96			498.65
	Kindergarten student FTEs			39.38			59.07
	Grade 1-4 student FTEs			348.51			348.51
	5th grade FTEs			91.07			91.07
	ESL Enrollment			44.37			44.37
	Special Ed Enrollment			66.05			66.05
Salary and Benefits	Principal Salary			$79,024.71			$85,385.00
	Principal Insurance Benefits			$5,528.00			$5,528.00
	Administrative Assistant Salary			$69,909.00			$71,447.00
	Administrative Assistant Insurance Benefits			$5,446.00			$5,446.00
	Elementary Teacher Salary			$42,233.00			$46,692.00
	Certificated instructional staff insurance benefits per FTE			$5,611.00			$5,611.00
	Certificated Substitute rate per day including benefits			$122.06			$175.00

Program Element:	Component	CSL FTE Staff	CSL Component cost (2000-01)	CSL Workload and Unit Costs	WQEM FTE Staff	WQEM Component cost (2000-01)	WQEM Workload and Unit Costs
	Classified Substitute Rate per day including benefits.			$123.14			$123.14
	Educational Staff Associate Average Salary and Additional Salary (Non-special Ed)			$51,961.32			$54,559.39
	Educational Staff Associate Average Salary and Additional Salary (Special Ed)			$49,652.93			$52,135.62
	Average Classified Salary, including additional salary			$30,054.21			$30,054.21
	Average Classified Insurance Benefits			$6,042.41			$6,042.41
	Secretary/ office/clerical Total Salary			$29,937.00			$29,937.00
	Aides Total Salary			$25,124.00			$25,124.00
	Aides Insurance Benefits per FTE			$6,522.00			$6,522.00
	Certificated Mandatory Fringe Benefit Rate			15.62%			15.62%
	Classified Mandatory Fringe Benefit Rate			15.82%			15.82%
Core certificated instructional staff	Kindergarten FTE Teachers	1.65	$89,555.11	1 teacher per 23.94 FTEs	3.28	$195,573.03	1 teacher per 18 FTEs
	Grades 1-4 FTE Teachers	14.46	$787,058.34	1 teacher per 24.11 FTEs	16.60	$989,038.55	1 teacher per 21 FTEs
	Grades 5 FTE Teachers	3.38	$184,087.66	1 teacher per 26.93 FTEs	3.79	$226,145.57	1 teacher per 24 FTEs
	Other FTEs : music, PE, art, media/librarian, second language, reading specialist, math specialist, highly capable, child development specialist, nurse, etc.	5.48	$359,776.86	ESA and teacher FTEs, @ 1 per 87.45 FTE students	8.31	$570,891.04	ESA and teacher FTEs, @ 1 per 60 FTE students
	English as a Second Language (ESL) Teachers	0.27	$14,463.76	1 teacher per 167.01 ESL students	1.00	$59,422.40	1 teacher per 44.5 ESL students
	Special education certificated instructional staff	2.89	$111,734.44	1 teacher per 22.83 special ed students	3.67	$153,911.47	1 teacher per 18 special ed students
	Substitute teacher cost for general instruction		$22,815	Rate per day = $122.06 including benefits Usage = 7.34 days per teacher.		$45,550	Rate per day = $175 including benefits for annual average of 7.34 days per teacher.
	Substitute teacher cost for special education		$2,724	Rate per day =$122.06 including benefits. Usage = 7.71 days per teacher.		$4,954	Rate per day =$175 including benefits for average of 7.71 days per teacher.
	Contract Instructional Services		$8,669	$18.10 per student.		$9,025	$18.10 per student.
Additional instructional time for students to achieve standards (LAP or other) (Not incl. Federal Programs)	FTE Teachers	0.25	$13,766	Number of Students Served = N/A K-5 students per teacher=1894.2	2.50	$148,991	Number of Students Served = 100 Ratio of additional staff to students: 1:40

	FTE Classified	0.56	$19,820	Number of Students Served = N/A K-5 students per aide=849.2	2.50	$87,853	Number of Students Served = 100 K-5 students per aide = 40
	Supplies		$1,762	$ per K-5 student = $3.68		$5,000	$50 per student for supplemental texts, alternative teaching materials.
	Other activities		$1,179	$ per K-5 student =$2.46			
Instructional improvement	Instructional Support and Student Learning Specialist	0.1	$7,821	Ratio of 1 staff per 4,029.36 students	0.5	$34,308	Ratio of 1 per 1000 students
Core Instructional support staff	Special Education, Classified	2.7	$109,563	1 staff per 24.63 special ed. Students	3.7	$149,890	1 FTE staff per 18 special ed. Students
	Basic Ed Classified	2.7	$110,562	Ratio of 1 staff per 176.97 students	4.0	$162,963	Ratio of 1 FTE staff per 125 students
	Substitutes		$6,794	Assumes usage of 7 days per FTE at rate per day specified above.		$10,905	Assumes usage of 7 days per FTE at rate per day specified above.
	Secretary	1.9	$78,842	Ratio of 1 staff per 248.17 students	2.5	$101,852	Ratio of 1 FTE staff per 200 students
Administrative accountability	Principal	1.0	$98,714	Students per principal =482.40	1.0	$107,761	One principal per 482.40 students at salary and fringe benefits rates specified above.
	Administrative Assistant	0.1	$10,771	Students per admin. assistant =3,725.40	0.5	$43,908	Ratio of 1 per 1000 students
	Supplies and materials for communications		$1,009	$ per FTE student = $2.11		$4,986	$ per FTE student = $10
Computer hardware/software	Hardware including student and administrative		$48,025			$10,093	Number of student computers = 83 Percent replaced per year = 25 Cost per computer = $750 Students per computer = 6 Number of Teacher/Adm in computers = 52
	Software			Included above.		$4,037	Software cost per new computer = $300 (assumes district software licensing to reduce costs)

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	Network upkeep/upgrades			Included above.		$1,346	$100/ computer. Upgrade and maintenance of school-based network hardware and software per school .
Supplies, books, materials	Texts, consumables, classroom sets		$51,947	$ per FTE student = 108.46		$30,916	Rate adequate for textbook for each child, supplementary reading materials, instructional materials.
	Classroom materials & equipment		$0	$ per FTE student = N/A		$50,862	Includes video, tvs for classes, globes, maps, science equipment, etc.
	Copying		$0	Included above.		$13,324	1670 copies per student @ $.016 per copy=$26.72 per student
	Media center materials		$0	$ per FTE student = N/A		$7,480	Library books, reference materials, subscriptions, videos, library software and database subscriptions.
	Teacher reimbursement of materials purchases		$8,661	$ per FTE student = $18.08.		$9,017	$ per FTE student = $18.08.
Extra-curricular activities	Extracurricular Expenditures		$3,058	$ per FTE student =$6.38.		$3,989	$ per FTE student =$8
Professional training & development	Teacher professional development related to standards and assessments		$29,913	$ per FTE student = $62.46		$109,585	10 days per certificated teacher
	Materials, Travel,		$423	$ per student = $.88.		$4,986	$10 per student FTE. Covers travel to conferences, visits to exemplary schools, off-site meetings
	Consultants		$2,312	$ per student =$4.83		$2,407	$ per student =$4.83
	Support staff professional development		$574	$ / sp.ed student =$8.69		$9,430	10 days per classified support staff with instructional responsibilities
	Teacher preparation days		$57,951	$/FTE Student=$120.99		$66,819	$/FTE Student=$134
	Leadership training for Principal		$863	$/student=$1.80		$1,638	# of days per year = 5 at $317 per day.
Building support costs: Costs distributed to each building	Food services		$850	$ per FTE student = $1.77		$885	$ per FTE student = $1.77

	Student transportation/operating		$123,921	$ per FTE student = $258.73		$129,016	$ per FTE student = $258.73
	Technology services		$51,130	$ per FTE student=$106.75		$53,232	$ per FTE student=$106.75
	Operation, plant maintenance including utilities, insurance and security.		$286,467	$ per FTE student = $598.1		$298,244	$ per FTE student = $598.1
	Other support services		$23,602	$ per FTE student = $49.28		$24,572	$ per FTE student = $49.28
Centralized Services	Centralized special education		$30,839	$ per special ed student = $466.95		$32,381	$ per special ed student = $490.29
	Centralized curriculum development, assessment		$64,477	$ per student = $134.62		$99,730	Support for centralized curriculum development and assessment support $200 per student
	Executive admin., Board of Education, superintendent, public information, supervision of schools.		$32,510	$ per FTE student = $67.88		$33,846	$ per FTE student = $67.88
	Business & Fiscal Services		$39,741	$ per FTE student = $82.97		$41,375	$ per FTE student = $82.97
	Personnel Services		$22,092	$ per FTE student = $46.13		$23,000	$ per FTE student = $46.13
	Public Information			$ per FTE student = $0		$2,493	$ per FTE student = $5.00
All Other non-k-12, levy supported programs.	Preschool		$2,857	$ per K-5 FTE student = $5.97		$2,975	$ per K-5 FTE student = $5.97
Change in Ending General Fund Balance			$4,224	$ per FTE student = $8.82		$4,397	$ per FTE student = $8.82
CSL State and Local Expenditure Per Student			**$6,113**	**WQEM State and Local Expenditure Per Student**			**$8,393**

B. Middle School of 848 Students

Table I: Detailed Comparison of Current Service Level and Washington Quality Education Model Middle School Prototype

Program Element:	Component	CSL FTE Staff	CSL Component cost (2000-01)	CSL Workload and Unit Costs	WQEM FTE Staff	WQEM Component cost (2000-01)	WQEM Workload and Unit Costs
Enrollment	Grades 6-8 FTE Enrollment			848			848
	ESL Enrollment			36.6			36.6
	Special Ed Enrollment			106.6			106.6
Salary and Benefits	Average Principal Salary			$81,580			$85,720
	Avg. Principal Insurance Benefits			$5,528			$5,528
	Average Vice Principal Salary			$72,134			$73,743
	Avg. Vice Principal Insurance Benefits			$5,446			$5,446
	Average Teacher Salary			$42,233			$46,692
	Insurance Benefits Per Certificated Instructional Staff FTE			$5,611			$5,611
	Educational Staff Associate Average Total Salary (Non-special Ed)			$51,961			$54,559
	Educational Staff Associate Average Total Salary (Special Ed)			$49,652			$52,135
	Classified, Average Total Salary			$30,054			$30,054
	Average Classified Insurance Benefits per FTE			$6,042			$6,042
	Secretary, Total Average Salary			$29,937			$29,937
	Office/clerical insurance benefits per FTE			$5,821			$5,821
	Certificated Substitute rate per day including benefits			$122			$175
	Classified Substitute Rate per day including benefits			$123			$123
	Certificated Mandatory Fringe Benefit Rate			15.62%			15.62%
	Classified Mandatory Fringe Benefit Rate			15.82%			15.82%
Core certificated instructional staff	English, math, science, social sciences, second languages, the arts	33.14	$1,804,116	1 staff per 25.60 students	35.34	$2,106,348	1 staff per 24 students.
	Additional teacher in math, English, science			None reported.	3.00	$178,630	1 additional staff member in English, math, science
	English as a Second Language (ESL) Teachers	0.56	$30,626	1 staff per 65.14 students	0.82	$49,076	1 staff per 44.5 students

	Media/Librarian	1.05	$68,817	1 staff per 810 students	1.00	$68,713	1 staff per 848 students
	School nurse	0.24	$15,640	1 staff per 3,563 students	0.50	$34,275	1 staff per 1700 students
	Special education certificated instructional staff	4.14	$243,326	1 staff per 25.75 students	5.92	$373,741	1 staff per 18 students
	Substitute teachers for general instruction		$31,817	Avg. expenditure per day= $121.94, Average usage = 6.9 days per year.		$56,842	Expenditure per day= $175, Average usage = 6.9 days per year.
	Substitute teachers for special education		$3,556	Avg. expenditure per day= $121.94, average usage = 7.04 days per year.		$7,301	Avg. expenditure per day= $175, average usage = 7.04 days per year.
	Contract Instructional Services		$16,557	$19.52 per student.		$16,557	$19.52 per student.
	Counseling/Child Development Specialists	2.54	$166,724	1 staff per 334.21 students.	3.39	$233,073	1 staff per 250 students
Additional instructional time for students to achieve standards (Learning Assistance Program or other) (Not incl. Federal Programs)	FTE Teachers	0.27	$14,958	1 staff per 3,087 students.	3.00	$178,810	Number of students served: 170 Ratio 1:57
	FTE Classified	0.49	$20,196	1 staff per 1,716 students.	3.00	$122,568	Ratio 1:57
	Supplies		$833	Rate per 6-8 Student =$.98		$8,500	$50 per student for supplemental texts, alternative teaching materials.
	Other activities		$1,338	$1.58 per student		$1,338	$1.58 per student
Instructional improvement	Curriculum Development Specialist Cert FTEs	0.14	$9,185	1 staff per 6,066 students.	1.00	$68,713	1 staff per 848 students. Provide direct support to classroom teachers to improve curriculum, employ instructional methodologies that meet the needs of all students, provide coaching for improvement.
Core Instructional support staff	Principal's secretary	1.84	$74,451	1 staff per 461.36 students.	1.84	$74,451	1 staff per 461.36 students.
	Nurse/health assistant	0.25	$10,232	1 staff per 3,386.74 students.	1.00	$40,863	1 staff per 848 students.
	Special education	2.99	$122,311	1 staff per 35.61 special students.	5.92	$241,968	1 staff per 18 special students.
	Support to academic departments	2.52	$102,975	1 staff per 336 students.	4.00	$163,452	1 staff per 212 students.
	Attendance	0.50	$20,431		1.00	$40,863	1 staff per 848 students.
	Community outreach		$0		1.00	$40,863	1 staff per 848 students.
	Family resource center coord.		$0		0.50	$20,432	1 staff per 1,696 students.
	Volunteer coordinator		$0		0.50	$20,432	1 staff per 1,696 students.
	Media center assistant	0.50	$20,431		0.50	$20,432	1 staff per 1,696 students.
	Receptionist	0.50	$20,431		1.00	$40,863	1 staff per 848 students.
	Campus monitor	0.50	$20,431		1.00	$40,863	1 staff per 848 students.
	Substitutes		$8,705	Assumes usage of 7 days per FTE.		$20,911	Assumes usage of 7 days per FTE.
Administrative accountability	Principal	1.04	$104,534	students per principal=817.12	1.00	$ 104,668	1 principal per 848 students.
	Assistant principal	1.28	$115,926	Students per v. principal = 662.2	1.00	$ 90,734	1 vice principal per 848 students.

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	Teacher leadership		$12,362	$ per FTE student = $14.57		$84,825	$ per FTE student = $100.
	Supplies and materials					$8,482	Rate per student= $10
Computer hardware/ software	Hardware including student and administrative		$97,942	$ per FTE student = $115.46		$40,521	Number of student computers = 141 Percent replaced per year = 25 Cost per computer = 750 Students per computer = 6 Number of Teacher/Admin/Support Staff computers = 76 @1:1
				Students per computer = N/A Instructional staff & administrative staff per computer =N/A			
	Software			Software cost per new computer =N/A Annual update cost /computer, if any = N/A		$16,209	Software cost per new computer = $300 (assumes district software licensing to reduce costs)
	Network upkeep/upgrades			Amount per school =N/A		$5,403	$100/computer
Supplies, books, materials, for instruction	Texts, consumables, classroom sets		$86,902	$ per student = $102.45		$50,047	$ per student = $59
	Classroom materials, all equipment, supplies		$0	Included above.		$91,611	108$ per FTE student
	Copying		$0	Included above.		$18,661	1400 copies per student @ .016 per copy = $22 per student
	Media center materials		$0	Included above.		$33,082	39$ per FTE student
	Teacher reimbursement of materials purchases		$12,604	$ per FTE student = $14.86		$12,604	$ per FTE student = $14.86
Extra-curricular activities	Extracurricular expenditures		$112,809	$ per FTE student = $132.99		$112,809	$ per FTE student = $132.99
Professional training & development.	Teacher professional development related to standards and assessments		$44,483	$ per FTE student = $52.44		$157,770	10 days per certificated teacher. $186 per student
	Materials, Travel,		$620	$ per FTE student = $.73		$8,482	$ pe$10 per student FTE. Covers travel to conferences, visits to exemplary schools, off-site meetings; FTE student = $
	Consultants		$5,265	$ per FTE student = $6.21		$5,265	$ per FTE student = $6.21
	Special ed. support staff		$4,304	$ per special ed student=$40.37		$17,493	10 days per classified support staff with instructional responsibilities
	Teacher preparation days		$100,750	$ per FTE student = $118.77		$111,387	$ per FTE student = $131.31
	Leadership training for principal and assistance principal—		$1,876	$ per fte student=$2.21		$3,171	5 days @ $317/day
Building support costs: Cost	Food services		$1,515	$ per FTE student = $1.79		$1,515	$ per FTE student = $1.79

distributed to each building	Student transportation		$220,838	$ per FTE student = $260.35		$220,838	$ per FTE student = $260.35
	Technology services		$123,752	$ per FTE student = $145.89		$123,752	$ per FTE student = $145.89
	Operation, maintenance of plant, including utilities, insurance and security.		$510,829	$ per FTE student = $602.22		$510,829	$ per FTE student = $602.22
	Other support services		$30,107	$ per FTE student = $35.49		$30,107	$ per FTE student = $35.4
Centralized Services	Centralized special education		$68,670	$ per special ed student =$644.08		$72,103	$ per special ed student =$644.08
	Centralized curriculum development, assessment		$114,369	$ per student = $134.83		$152,488	Support for centralized curriculum development and assessment support. $180 per student
	Executive administration Board of Education, superintendent)		$50,043	$ per FTE student = $59		$50,043	$ per FTE student = $5
	Business & Fiscal Services		$71,166	$ per FTE student = $83.90		$71,166	$ per FTE student = $83.90
	Personnel Services		$39,497	$ per FTE student = $46.56		$39,497	$ per FTE student = $46.56
	Public Information		$0	$ per FTE student =0		$4,241	$ per FTE student = $5
All Other non-k-12, levy supported programs.			$0			$0	
Change in Ending General Fund Balance			$5,572	$ per FTE student = $6.57		$5,572	$ per FTE student = $6.57
CSL State and Local Expenditure Per Student			$5,615	WQEM State and Local Expenditure Per Student			$7,830

C. High School of 1421 Students

Table J: Detailed Comparison of Current Service Level and Washington Quality Education Model High School Prototype

Program Element:	Component	CSL FTE Staff	CSL Component cost (2000-01)	CSL Workload and Unit Costs	WQEM FTE Staff	WQEM Component cost (2000-01)	WQEM Workload and Unit Costs
Enrollment	9-12th grade enrollment			1,421			1,421
	Special Education			165			165
	ESL			52			52
Salary and Benefits	Secondary Principal, Average Salary			$86,387			$91,966
	Principal, Average Insurance Benefits			$5,782			$5,782
	Secondary Asst. Principal Average Salary			$74,593			$79,191
	Asst. Principal, Average Insurance Benefits			$5,488			$5,488
	Secondary Teacher, Average Salary			$42,208			$46,692
	Secondary Teacher, Average Insurance Benefits			$5,654			$5,654
	Educational Staff Associate Average Total Salary (Non-special Ed)			$51,961			$54,559
	Educational Staff Associate Average Total Salary (Special Ed)			$49,652			$52,136
	Classified, Average Total Salary			$30,054			$30,054
	Classified, Average Insurance Benefits			$6,042			$6,042
	Office/clerical, Average Total Salary			$29,937			$29,937
	Office/clerical insurance benefits per FTE			$5,821			$5,821
	Certificated Substitute rate per day including benefits			$122			$175
	Classified Substitute Rate per day including benefits.			$123			$123
	Certificated Mandatory Fringe Benefit Rate			15.62%			15.62%
	Classified Mandatory Fringe Benefit Rate			15.82%			15.82%
Core certificated instructional staff	English, math, science, social sciences, second languages, the arts	60.15	$3,275,384	1 staff per 23.63 students.	60.15	$3,587,218	1 staff per 23.63 students.
	Additional teacher in math, English, science	0.18	$9,919	1 staff per 7,802.7 students.	6.00	$357,836	1 staff per 236.87 FTE students.
	English as a Second Language (ESL)	0.74	$40,464	1 staff per 70.09 ESL students.	1.17	$69,804	1 staff per 44.5 ESL students
	Media/Librarian	0.90	$59,159	1 staff per 1,579.11 students.	1.00	$68,745	1 staff per 1,421 students.
	School Nurse	0.39	$25,354	1 staff per 3,6804.6 students.	1.00	$68,745	1 staff per 3,6804.6 students.
	Special education certificated instructional staff.	5.60	$329,171	1 staff per 29.54 special ed students.	9.19	$580,079	1 staff per 18 special ed students.
	Additional special student programs	1.19	$64,957	1 staff per 1,191.43 students.	2.00	$119,380	1 staff per 710 students.

	Substitute teachers for general instruction		60,318.58	Rate per day = $ 121.76 Substitute days per teacher per year= 7.25		105,364	Rate per day of $ 175 at 7.25 days per teacher per year.
	Substitute teachers for special education		5,056.62	Rate per day = $121.76 Substitute days per teacher per year=7.4		11,897	Rate per day of $ 175 at 7.4 days per teacher per year.
	Contract Instructional Services		$1,879.29	$ per student =$36.50		$1,879	$ per student =$36.50
	Counseling	4.06	$266,918	1 counselor per 349.99 students.	5.68	$390,749	1 counselor per 250 students.
	Co-curricular/activities director	0.31	$20,659	1 cocurricular director per 4,522 students.	1.00	$68,745	1 cocurricular director per 1421 students.
Additional Instructional Time for Students to Achieve Standards (Not including federal programs)	FTE Teachers	0.21	$11,569	1 staff per 6,632.28 students.	5.01	$272,947	Students served: 284, 20% of enrollment. Staff/pupil ratio: 57
	FTE Classified	0.29	11,748	1 staff per 4,942.09 students.	5.01	$204,761	Students served: 284 Staff/pupil ratio: 57
	Supplies		$0	Rate per 9-12 Student = N/A		$14,200	$50 per student for supplemental texts, alternative teaching materials.
	Other activities		$0	Number of Students Served = N/A Rate per student = N/A		$449	Number of Students Served = 284 Rate per student = 1.58
Instructional Improvement	Curriculum Development Specialist FTEs	0.40	$26,024	1 curriculum specialist per 3,589.67 students.	1.00	$68,745	1 curriculum specialist per 1421 students.
Core Instructional Support Staff	General administrative support	2.13	$86,220	1 staff per 667.48 students.	2.13	$86,220	1 staff per 667.48 students.
	Nurse/health assistant	0.50	$20,283	1 staff per 2,862.41 students	1.00	$40,857	1 staff per 1,421 students
	Special education	0.60	$24,625	1 staff per 274.33 students	3.06	$125,100	1 staff per 1,421 students
	Support staff for alternative education and teen parent	0.34	$13,744	1 staff per 4224.38 students	1.00	$40,857	1 staff per 1,421 students
	Counseling office	0.48	$19,235	1 staff per 2,992.01 students	1.00	$40,500	1 staff per 1,421 students
	School-to-work coordinator	0.33	$13,467	1 staff per 4,273.38 students	1.00	$40,500	1 staff per 1,421 students
	Registrar	0.96	$38,961	1 staff per 1,477.12 students	1.00	$40,500	1 staff per 1,421 students
	Attendance	0.72	$29,271	1 staff per 1,966.09 students	1.00	$40,500	1 staff per 1,421 students
	Community outreach	0.16	$6,363	1 staff per 9,044.02 students	0.50	$20,250	1 staff per 2842 students
	Family resource center coord.	-	$0		-	$0	
	Departmental support	0.38	$15,272	1 staff per 3,768.34 students	6.00	$242,828	1 staff per 237 students
	Bookkeeper	0.51	$20,536	1 staff per 2,802.37 students	0.51	$20,536	1 staff per 2,802.37 students
	Volunteer coordinator	-	$0		-	$0	
	Health clerk	-	$0		-	$0	
	Media center assistant	1.07	$43,213	1 staff per 1,331.78 students	1.00	$40,500	1 staff per 1,421 students
	Receptionist	0.74	$29,835	1 staff per 1,928.92 students	1.00	$40,500	1 staff per 1,421 students
	Campus monitor	1.51	$61,656	1 staff per 941.64 students	1.51	$61,656	1 staff per 941.64 students

	Miscellaneous basic ed staff	4.13	$168,829	1 staff per 343.88 students	-	$0	
	Classified Substitutes		$12,785	Assumes rate of $13.29 per hour, 8 hours per day, usage of 7 days per FTE, plus mandatory benefits.		$23,031	Based on substitute rate per day specified above at 7 days per year per FTE.
Administrative Accountability	Principal	1.21	$127,513	1 principal per 1,170.4 students	1.00	$112,129.09	1 principal per 1,421 students
	Administrative assistant and building manager	2.21	$201,995	1 asst. principal per 6412.83 students	2.00	$194,262	1 assistant per 710 students
	Teacher leadership		$45,746	Amount per student = $32.19		$142,120	Amount per student = $100
	Supplies and materials		$24,890	$ per FTE Student= $17.51		$24,890	$ per FTE Student= $17.51
Computer Hardware/ Software	Hardware including student and administrative		$183,881	$ per FTE Student= $129.38		67,461	Number of student computers = 236 Percent replaced per year = 25% Cost per computer = 750 Students per computer = 6 Number of Teacher/Admin/Support Staff computers = 123 @ 1:1
				Students per computer =N/A Instructional staff & administrative staff per computer =N/A			
	Software			Included above.		62,964	Software cost per new computer = $700 (assumes district software licensing to reduce costs) More intensive use ofa wider range of software at the high school level.
	Network upkeep/upgrades		$0	Included above.		8,995	$100 per computer
Supplies, Books, Materials	Texts, consumables, classroom sets		$199,509	$ per FTE student = $140.38		$116,539	$ per FTE student = $82
	Classroom materials, all equipment, supplies		$0	$ per student =		$153,490	108$ per FTE student
	Copying		$0	$ per student =		$32,688	1400 copies per student @ .016 per copy = $23 per student
	Media center materials		$0	$ per student =		$79,587	56$ per FTE student
	Teacher reimbursement of materials purchases		$23,826	Out-of-pocket teacher expenses for materials/supplies = $16.76 per student		$23,826	Out-of-pocket teacher expenses for materials/supplies = $16.76 per student
Extra-Curricular Activities	Coaching		$295,570	$ per FTE student=$207.97		$295,570	$ per FTE student=$207.97
	Other extracurricular sponsors		$24,890	$ per FTE student=$17.51		$49,781	$ per FTE student=$35.03
	Athletic event-related expenses		$10,243	$ per FTE student = $7.21		$10,243	$ per FTE student = $7.21
	Other extracurricular materials and supplies		$45,177	$ per FTE student = $31.79		$45,177	$ per FTE student = $31.79
Professional Training & Development	Teacher professional development related to standards and assessments		$88,848	$ per student = $62.52		$274,956	10 days per certificated teacher. $ per student = $193.50

	Materials, Travel,		$3,124	$ per student = $2.20		$14,212	$10 per student FTE. Covers travel to conferences, visits to exemplary schools, off-site meetingsr FTE student = $.73
	Consultants		$7,174	$ per student = $5.05		$7,174	$ per student = $5.05
	Support staff professional development		$4,747	$ per special ed student = $28.71		$9,943	10 days per classified support staff with instructional responsibilities
	Teacher preparation days		$196,737	$ per student = $138.43		$217,637	$ per student = $153.14
	Leadership training for principal and administrative assistants		$5,834	$ per student= $4.10		$4,758	5 days @ $317/day
Building Support Costs: Costs Distributed to Each Building	Food services		$2,717	$ per FTE student = $1.91		$2,717	$ per FTE student = $1.91
	Student transportation		$379,970	$ per FTE student = $267.36		$379,970	$ per FTE student = $267.36
	Technology services		$162,000	$ per FTE student = $113.99		$162,000	$ per FTE student = $113.99
	Operation, maintenance of plant		$873,859	$ per FTE student = $605.72		$873,859	$ per FTE student = $605.72
	Other support services		$72,198	$ per FTE student = $50.80		$72,198	$ per FTE student = $50.80
Centralized Services	Centralized special education		$72,694	$ per special ed student = $439.60		$76,329	$ per special ed student = $439.60
	Centralized curriculum development, assessment		$204,238	$ per student = $143.71		$272,311	Support for centralized curriculum development and assessment support= $192 per student
	Executive administration (Board of Education, superintendent, public information)		$83,038	$ per FTE student = $58.43		$83,038	$ per FTE student = $58.43
	Business & Fiscal Services		$122,506	$ per FTE student = $86.20		$122,506	$ per FTE student = $86.20
	Personnel Services		$64,723	$ per FTE student = $45.54		$64,723	$ per FTE student = $45.54
	Public Information		$0	$ per FTE student = 0		$7,106	per FTE student = $5
All Other non-k-12, levy supported programs.			$0			$0	
Change in Ending General Fund Balance			$15,081	$ per FTE student = $10.61		$15,081	$ per FTE student = $10.61
CSL State and Local Expenditure Per Student			$5,915	WQEM State and Local Expenditure Per Student			$7,753

Next Steps

A. Implementation strategies

Implementing a model of this proportion and significance is not a simple matter. In fact, the act of implementing it will reshape relationships between the state and schools. An adequacy model as conceived in this report suggests more than just new or additional resources for schools. It also requires schools to accept their responsibility to deliver a quality education and be held accountable if they do not do so. These broader systemic changes necessitate new governance structures to manage the policies that surround a new system of this nature. Implementation, then, begins by establishing the infrastructure necessary to manage an adequacy-based funding and accountability system.

Step 1: Assign responsibilities to a commission to manage the WQEM

The first step is to create a commission or charge an existing commission with the responsibility to manage the various dimensions of this system. Most important among these responsibilities are communicating the intent and purposes of the WQEM to educators and legislators, maintaining and updating the Prototype Schools, establishing expected performance goals for schools, identifiying the measures by which performance will be determined, and adapting the models to specific contexts such as rural or high-poverty schools.

Step 2: Develop the data sources necessary to determine the effects of adequate funding on school operations

A uniform school-based data system is a necessary prerequisite in order to understand fiscal equity issues better and to compare school performance in relation to system goals. Once such a system exists, it becomes possible to understand adequacy better by tracking the ways in which schools have allocated funds and the quality that results. The commission that monitors the WQEM can then make necessary adjustments in the Prototype Schools based on what is learned from practice. Schools can also learn from one another how best to budget to achieve maximum results.

Many of the necessary performance measures do not exist currently. With current data, we are unable to determine how well schools are functioning and how much they improve when provided adequate funding. A work group of educators and evaluation experts needs to identify an array of instruments and data collection protocols that all schools would agree to use when judging the effectiveness of their programs. This would be the first step toward being able to determine whether schools succeed in providing an adequate education when sufficient funding is provided.

Step 3: Constitute a blue-ribbon task force to examine school funding sources and distribution

An adequacy model quickly raises the issue of where the money will come from to meet the defined level of spending. Clearly, this is a larger question that must be examined in the broader context of revenue policy. It is beyond the scope of this report. In fact, this report should not necessarily be judged on demands that adequacy funding would put on the current revenue system, but on the degree to which the Prototype Schools seem to be reasonable representations of adequate educational funding needed to achieve broadly-held educational goals.

The fundamental questions regarding revenue should be taken up by a blue-ribbon task force charged with examining the education funding system in its entirety, including the current mix of local operating levies, state general fund, and special-purpose state funds. The goal of the task force would be to formulate an education funding system that would be equitable and adequate; in other words, one that enabled all students to achieve similar educational outcomes and that gave all schools the resources necessary for them to meet state education goals, provided they operated in an efficient and effective fashion.

B. Full implementation versus several types of phased implementation

In considering a funding strategy, the method for implementing an adequacy model should also be considered. Two basic approaches and several variations are presented here.

Full implementation means that funds would be provided simultaneously at all levels, K-12, for all elements of the quality education model. The strengths of this approach are that all students benefit simultaneously and that the various elements of the model can interact with one another to magnify their positive effects on learning. The drawbacks are (1) the amount of money needed to accomplish this approach can likely only be obtained at one time by a restructuring of the tax system, and (2) schools may have difficulty coping with an influx of funds and all of the changes that would be required at one time to ensure that improvements occurred concomitant to the funding increase.

Successive grade level implementation

Phased implementation strategies can take several forms. One approach is to begin at kindergarten and add one additional grade level each year. Funds are provided for the activities specific to the grade in question, thereby distributing the fiscal effect out over a much longer timeline. Similarly, implementation may be accomplished by addressing adequacy at the primary level (K-3), then intermediate (4-5), middle (6-8), and high school (9-12). The primary funding would be provided for all K-3 elements, and the next funding increase would then be three years later, for all elements related to grades 4 and 5. Two years later, middle level funding would be provided, and three years after that, high school funding provided.

Phased implementation has the advantage of creating less of a one-time fiscal impact. It runs the risk, however, of being abandoned somewhere before it is completed due to changes in the political or economic landscape. Another advantage is that it provides funds in ways that allow schools to integrate them successfully. It does, though, create a line between the students who are on the side of the fence where adequacy has been implemented and those on the side where it has not. For a period of some time, perhaps 12 years, inequality will exist in the schools between those who are benefiting from the adequacy model and those who continue to be educated in the limited-resource environment.

Element and component implementation

Another phased implementation approach is to select specific elements and fund them individually. For example, a set of elements designed to help low-performing students could be implemented at all levels simultaneously. These might include class size reduction, provision of additional teachers in core areas, extra time for students to meet standards, and reductions in the size of special education classes. Another combination might focus on providing greater variety in the curriculum and would include increasing the number of teachers at the elementary level available to teach special classes, and providing additional support staff at middle and high schools to allow teachers to handle more preparations. A focus on safety could result in adequacy funding for all elements of the WQEM that address student safety. In this fashion, the model might eventually be fully implemented, but in a way that all students were able to benefit simultaneously.

Pilot schools implementation

Another way to move toward implementation is to fund pilot sites to adequacy levels, use the performance measures identified to determine success, and then observe how well they deliver an adequate education. This is known as a "proof of concept" approach. The goal is to demonstrate that the basic concept is sound and that it works as predicted. Funding for such an approach might be garnered from philanthropic foundations in partnership with the state. The pilot schools might be from communities with above-average educational needs and challenges, although they should not be the most needy schools in the state initially. From these experiments, legislators and the public alike might develop support for broader applications of adequacy models to the entire educational system.

Coping with the Challenge

The Washington Quality Education Model defines a challenge for educators, policy makers, and citizens. The WQEM raises a series of questions: What is an adequate education? Is an adequate education the same as a quality education? Are the leaders of the political system willing to accept the challenge of funding schools adequately? Are educators willing to design and operate schools so that they deliver a quality education to all students?

This report outlines the dimensions of the challenge and presents a tangible strategy for taking the first step toward accepting the challenge. The journey on the road to an adequately funded quality education system for all of Washington's children is not one that can be accomplished in a single step. It cannot take place at all, however, without taking the first step. The road ahead is clearer now, and it will be up to the state's educators and policy makers to decide if they are willing to venture down this road. If they are, Washington will eventually have adequately funded schools that are accountable to provide a quality education that prepares all students for successful and fulfilling lives.

Appendices

Appendix A: Chronology of Meetings and Listing of Participants

December 12, 2001 — First meeting of the "What Will It Take" project
Invitations went to 40 people, representing 18 organizations, agencies, and universities. Twenty people attended, representing the Office of the Superintendent of Public Instruction (OSPI), Washington State School Directors Association (WSSDA), Washington School Principals Association (AWPS), Washington School Personnel Association (WSPA), Latino/a Educational Achievement Project (LEAP), Washington Association for Colleges of Teacher Education (WACTE), University of Washington College of Education, the Washington Education Association (WEA), and the WEA Special Education Cadre.

Participants agreed on shared interests in determining adequate funding for schools and requested a clear statement of the project's intent to share with their respective organizations. Participants discussed the Oregon Quality Education Model and wanted to learn more about it as a possible model for us to follow. The group also discussed doing this body of work itself or finding a foundation or other neutral convener to help. Participants asked that invitations for the next meeting be extended to additional organizations, including State PTA, League of Education Voters, Partnership for Learning, Business Roundtable, and the Multi-Ethnic Think Tank.

Brian Barker	AWSP
John Brickell	WEA
Bob Butts	OSPI
Carol Coar	WEA Special Ed. Cadre
Karen Davis	WEA
Elvis Dellinger	WSPA
Donna Dunning	UW College of Ed.
Mary Alice Heuschel	OSPI
Ken Kanikeberg	OSPI
Martharose Laffey	WSSDA
Joann Kink Mertens	WEA
Margit McGuire	WACTE, Seattle U
Patty Raichle	WEA
Ann Randall	WEA
Ricardo Sanches	LEAP
Suzanne Saylor	WEA Special Ed. Cadre
Pat Steinburg	WEA
Greg Williamson	OSPI
Lorraine Wilson	WSSDA
Janna Skorupa	WEA support staff

February 12, 2002 — Presentation on Oregon Quality Ed. Model
Invitations went to 55 people, representing 23 organizations. Seventeen people attended, representing OSPI, WACTE, Academic Achievement and Accountability Commission (AAA Commission), AWSP, WEA Special Education Cadre, State PTA, WSSDA, University of Washington Center for Education Leadership, New Horizons for Learning, University of

Washington College of Education, and WEA. Guest speakers Nancy Heiligman, Oregon Department of Education, and Frank McNamara, Confederacy of Oregon Superintendents and Administrators, explained the concept, history and, process for development of the Oregon Quality Education Model. Participants expressed interest in developing a similar model for Washington and discussed funding and various approaches to the work. The request was made to invite David Conley, the lead researcher for the Oregon Quality Education Model, to our next meeting.

Suzanne Saylor	WEA Special Ed. Cadre
Margit McGuire	WACTE, Seattle U
Brian Barker	AWSP
Chris Thompson	AAA Commission
Lisa Bond	State PTA
Jean Carpenter	State PTA
Randy Parr	WEA
Roger Barron	OSPI
Lorraine Wilson	WSSDA
Steve Fink	UW Center for Education Leadership
Patty Raichle	WEA
Donna Dunning	UW College of Education
Barbara Lawson	WEA
Doris Lyon	WEA
John Brickell	WEA
Dee Dickinson	New Horizons for Learning
Maggie Calica	WEA support staff

March 7, 2002 — Meeting with David Conley

Invitations went to 55 people, representing 23 organizations. Twelve people attended, representing AAA Commission, WSPA, WACTE, WSSDA, WEA, WASA, LEAP, State PTA, Washington Roundtable, and OSPI. David Conley gave participants detailed information about the Oregon Quality Education Model, the strategies involved in its development, and its impact to date on school funding.

Participants continued to express interest in pursuing a similar project in Washington, especially if it were possible to work with a credible convener.

Chris Thompson	AAA Commission
Elvis Dellinger	WSPA
Ann Randall	WEA
Mark Pitts,	WACTE
Lorraine Wilson	WSSDA
Patty Raichle	WEA
Barbara Lawson	WEA
Doyle Winter	WASA
Doris Lyon	WEA
Steve Mullin	Roundtable
Lisa Bond	State PTA
Ricardo Sanchez	OSPI
David Conley	University of Oregon
Maggie Calica	WEA support staff

April 12, 2002 — Meeting with the Rainier Institute

WEA staff met with Booth Gardner, Judith Billings, and Cindi Laws of the Rainier Institute to explain the "What Will It Take?" project and to discuss whether the Rainier Institute might be interested in becoming the official convener. Subsequent phone calls confirmed the Rainier Institute's decision to become the convener. Agreement is reached on a project plan, involving a steering committee that will meet monthly to direct and review the work of smaller fiscal and educational work groups under the direction of lead consultants David Conley and Bill Freund.

April 26, 2002 — Rainier Institute Work Plan

David Conley discussed how to approach this project with the work group. He recommended working from areas of current consensus in the state and creating a concept statement that briefly describes what the group is attempting to accomplish. This statement can be shared widely for feedback. The group also discussed a work plan, steering committee meetings, and next steps.

Booth Gardner	Rainier Institute
Bill Freund	Independent Consultant
Ken Kanikeberg	OSPI
Bob Butts	OSPI
Randy Parr	WEA
Patty Raichle	WEA
David Conley	University of Oregon

June 19, 2002 — First Steering Committee Meeting

Booth Gardner greeted the steering committee and led introductions. After a short presentation on the Rainier Institute, the participants heard a description of the "What Will It Take?" project, the work to date, and the proposed timelines for project completion.

Roger Barron	OSPI
Judith Billings	Rainier Institute
John Brickell	WEA
Bob Butts	OSPI
Dr. David Conley	University of Oregon, Lead Project Consultant
Jim Crawford	OFM
Jack Daray	Spokane and Seattle SD consultant
Jessica DeBarros	University of Washington
Elvis Dellinger	WSPA
Dee Dickinson	New Horizons for Learning
Cheryl Ellsworth	Seattle SD
Ginny Fitch	Kent SD, retired staff developer
Bill Freund	Lead Fiscal Consultant
Booth Gardner	Rainier Institute
Randy Hathaway	WSPA
Jill Jacoby	WASA
Ken Kanikeberg	OSPI
Cherise Khaund	League of Education Voters
Gary King	WEA
Jeanne Kohl-Welles	State Senator, Rainier Institute
Barbara Lawson	WEA
Rosemary McAuliffe	State Senator

Margit McGuire	WACTE, Seattle U
Bob McMullen	AWSP
Barbara Mertens	WASA
Janie Nurse	Bellevue PTA
Randy Parr	WEA
Kim Peery	PSE
Patty Raichle	WEA
Ann Randall	WEA
Julie Salvi	OFM
Suzanne Saylor	WEA Special Ed. Cadre
Carol Taylor-Cann	State PTA
Lexie Tigre	League of Education Voters
Jennifer Vranek	Partnership for Learning
Lorraine Wilson	WSSDA
Joan Yoshitomi	OSPI
Lucinda Young	WEA

July 15, 2002 — Fiscal Work Group

The group discussed the history of school funding in Washington in order to have a common understanding of where we are starting this project. Topics included the basic education allocation, constitutional obligations, practical considerations, and best ways to approach an funding adequacy model.

Dr. David Conley	Lead Researcher
Ken Kanikeberg	OSPI
Chuck Cuzzetto	WASA and Peninsula SD
Bruce Blaine	WASA Centralia SD retired Superintendent
Julie Salvi	OFM
Perry Keithly	Retired OSPI, WEA
Denise Graham	Legislative Staff
Randy Parr	WEA
Patty Raichle	WEA

July 16, 2002 — Planning Group

The group came up with a work plan, described in the "Primary Tasks" document.

Cheryl Ellsworth	Seattle School District
Bruce Blaine	WASA Centralia SD retired Superintendent
Dee Dickinson	New Horizons for Learning
Patty Raichle	WEA
David Conley	University of Oregon

July 17, 2002 — Steering Committee Meeting

Participants learned more about the Oregon Quality Education Model and the professional judgment approach to adequacy funding studies. David Conley shared the "Primary Tasks for Washington Quality Education Model," which outlines the four areas of work: (1) the Quality Education Vision; (2) Elements and Components; (3) Indicators of School Quality; (4) Performance Measures and Standards. Participants discussed the challenges of this study and strategic ways to make use of it. Participants also reviewed the first draft of the WQEM vision statement.

Booth Gardner	Rainier Institute
Bruce Blaine	Centralia SD, retired Superintendent
Jack Daray	Spokane and Seattle SD consultant
Larry Davis	State Board of Education
Cheryl Ellsworth	Seattle SD
Steve Fink	University of Washington
Ginny Fitch	Kent SD, retired staff developer
Leslie Goldstein	Staff for the State Senate
Martharose Laffey	WSSDA
Barbara Lawson	WEA
Rosemary McAuliffe	State Senator
Margit McGuire	Seattle University and WACTE
Bob McMullen	AWSP
Barbara Mertens	WASA
Janie Nurse	Bellevue PTA
Ricardo Sanchez	LEAP
Suzanne Saylor	WEA Special Education Cadre
Carol Taylor-Cann	State PTA
Lexie Tigre	League of Education Voters
Ann Randall	WEA
Gary King	WEA
Randy Parr	WEA
Patty Raichle	WEA
Dave Conley	University of Oregon
Bill Freund	Fiscal Consultant

July 29, 2002 — Fiscal Work Group

The group discussed the project and how participants could help generate appropriate fiscal data. Issues included whether to report federal dollars, ESD costs, Voc. Ed. money, levy equalization, grants from private sources, etc.

Ken Kanikeberg	OSPI
Cheryl Ellsworth	Seattle SD
Randy Parr	WEA
Julie Salvi	OFM
John Molohon	North Central ESD
Patty Raichle	WEA
Bill Freund	Fiscal Consultant
Dave Conley	University of Oregon

July 30, 2002 — Vision Statement Work Group

This work group developed the draft "Vision Statement for WQEM" and draft "Indicators of Quality Schools" documents.

Joan Yoshitomi	OSPI
Ann Randall	WEA
Ginny Fitch	Kent SD, Retired staff developer
Margit McGuire	Seattle University and WACTE
Bob Butts	OSPI
Dee Dickinson	New Horizons for Learning
Patty Raichle	WEA
David Conley	University of Oregon

August 21, 2002 — Steering Committee Meeting

Participants reviewed the Primary Tasks document. They discussed and revised first drafts of the Vision Statement and the Indicators of School Quality. (Revisions were sent to Steering Committee members on September 4, 2002.) Participants also were informed about activities with district business managers to collect information on current spending of state and levy dollars.

Chris Thompson	AAA Commission
Rosemary McAuliffe	State Senator
Randy Hathaway	WSPA
Dee Dickinson	New Horizons for Learning
Suzanne Saylor	WEA Special Education Cadre
Lexie Tigre	League of Education Voters
Joan Yoshitomi	OSPI
Tomiko Santos	State Representative
Janie Nurse	Bellevue PTA
Bob Butts	OSPI
Barb Mertens	WASA
Donna Dunning	University of Washington
Judith Billings	Rainier Institute

August 22, 2002 — School District Business Managers

Participants discussed the "What Will It Take?" project and how the school district survey fits into the final report. Bill Freund reviewed the survey form that he sent out in advance. Participants considered changes to make the survey more useful and discussed common definitions for various pieces. Bill will make the changes and send the survey out again to be completed prior to the next meeting.

Carolyn Webb	Mukilteo SD
Patty Metropulos	Evergreen SD
Bob Collard	Lake Washington SD
Barbara Posthumus	Lake Washington SD
Jim Stevens	Bellingham SD
Rich Moore	Renton SD
Fred High	Kent SD
Matthew Benuska	WASBO representative (Lake Washington SD)
Norm Koenig	ESD 105 (Yakima)
Ken Kanikeberg	OSPI
Denise Graham	House legislative staff
Julie Salvi	OFM
Randy Parr	WEA
Patty Raichle	WEA
Bill Freund	Lead Financial Consultant
David Conley	Lead Project Consultant

August 23, 2002 — Elements and Components Discussion
Participants:

Roger Barron	OSPI
Bruce Blaine	Centralia Superintendent, retired
David Conley	University of Oregon
Patty Raichle	WEA

September 13, 2002 — Elements and Components Discussion
The group spent five hours developing recommendations for elements and components of the prototype schools.

Pete Bylsma	OSPI
Hertica Martin	Tacoma School District
Carol Coar	WEA Special Ed. Cadre
Ginny Fitch	Kent School District, retired
Chuck Cuzzetto	Peninsula School Dist.
Ann Randall	WEA
Chris Thompson	AAA Commission
Geoff Praeger	Consultant
Rodrico Barron	OSPI
Margit McGuire	Seattle U., WACTE
Judith Billings	Rainier Institute
Patty Raichle	WEA
David Conley	University of Oregon

September 19, 2002 — King and Snohomish Counties Staff Developers Meeting
Discussion of necessary time for professional development in a quality education model. Staff developers from the following districts or organizations participated:

Tukwila	Franklin-Pierce
Vashon Island	Sumner
Auburn	Tahoma
Seattle University	WEA

Four people from the Puget Sound Educational Service District

September 23, 2002 — Staffing / Elements and Components Discussion
This smaller group focused primarily on staffing recommendations for the prototype schools.

Bob McMullin	AWSP
Dee Dickinson	New Horizons for Learning
Kathy Mannely	PSE
Patty Raichle	WEA

September 24, 2002 — Steering Committee Meeting

Bill Freund shared the progress of the fiscal work group, including the baseline spread sheets that show current spending with state money only. Participants approved the WQEM vision statement and discussed and revised the WQEM "Characteristics of a Quality Education." The group reviewed the initial work on elements and characteristics and started a discussion of performance measures and standards.

Rosemary McAuliffe	State Senator
Judith Billings	Rainier Institute
Dee Dickinson	New Horizons for Learning
Bob Butts	OSPI
Barbara Lawson	WEA
Patty Raichle	WEA
Dave Conley	University of Oregon
Bill Freund	Fiscal Consultant

October 25, 2002 — Meeting with School District Business Manager

The participants reviewed the survey they had received from Bill Freund. They discussed items that were confusing and categories that were missed. The group listed central administrative costs that should be funded for a quality education model, including cost items that are required by law but currently unfunded (for example, Becca Bill requirements, asbestos removal, retired teachers' health care reimbursements, etc.). Four districts turned in completed surveys.

Jeff Riddle	Everett SD
Jeff Moore	Everett SD
Bod Collard	Lake Washington SD
Barbara Posthumus	Lake Washington SD
Josette Baines	Mukilteo SD
Patty Metropolous	Evergreen SD
Ann Marie Williams	Kent SD
Joe Zimmer	Kent SD
John Molohon	North Central ESD (Wenatchee)
Norm Koenig	ESD 105 (Yakima)
Judith Billings	Rainier Institute
Ken Kanikeberg	Public School Employees
Randy Parr	WEA
Jennifer Priddy	OSPI
Patty Raichle	WEA
Bill Freund	Fiscal Consultant

October 29, 2002 — Elements and Components Discussion

Participants provided extensive input for the elements and components of the Quality Education Model.

Hertica Martin	Tacoma SD
Bob McMullen	AWSP
Bruce Blaine	WASA; Retired Superintendent, Centralia SD
Chuck Cuzzetto	WSPA; Peninsula SD
Diana Eggers	Learning Space
Dee Dickinson	New Horizons for Learning
Chris Thompson	AAA Commission
Sue Shannon	OSPI
Don Saul	Superintendent, Lake Washington SD
Carolyn Webb	Mukilteo SD
Jeff Riddle	Everett SD
Roger Barron	OSPI
Larry Nyland	Highline SD
Doris Lyon	WEA
Patty Raichle	WEA
Dave Conley	University of Oregon
Bill Freund	Fiscal Consultant

October 30, 2002 — Steering Committee Meeting

The Steering Committee adopted the "Characteristics of Effective Schools." Bill Freund reported on his activities to collect fiscal information from participating school districts. The committee discussed future work, timelines, and who should be contacted for additional input.

Rosemary McAuliffe	State Senator
Janie Nurse	Bellevue PTA
Carol Taylor-Cann	State PTA
Suzanne Saylor	WEA Special Education Cadre
Neal Powell	Washington Assn. of School Administrators
Judith Billings	Rainier Institute
Lorraine Wilson	WSSDA
Ken Kanikeberg	Public School Employees
Joan Yoshitomi	OSPI
Jack Daray	Seattle SD / Spokane SD
Randy Parr	WEA
Patty Raichle	WEA
Dave Conley	University of Oregon
Bill Freund	Fiscal Consultant

November 21, 2002 — Steering Committee Meeting

The Steering Committee reviewed the work by Bill Freund to create the spending baseline of state and levy moneys. The committee also contributed to the input on elements and components for the Quality Educa[illegible] Model and began the discussion on performance indicators.

Elvis Dellinger	Washington School Personnel Association
Kathy Haigh	State Representative
Judith Billings	Rainier Institute
Barbara Mertens	Washington Association of School Administrators
Carol Coar	WEA Special Education Cadre
Doris Lyon	WEA
Lorraine Wilson	WSSDA
Janie Nurse	Bellevue PTA
Patty Raichle	WEA
Cindi Laws	Rainier Institute
Dave Conley	University of Oregon
Bill Freund	Fiscal Consultant

December 4, 2002 — Elements and Components Discussion

Participants reviewed compilation of input from previous discussions on elements and components and added new information.

Dee Dickinson	New Horizons for Learning
Jonelle Adams	Washington Assoc. for Better Schools
Patrick Sexton	Alliance for Education
Janet Hayakawa	ATLAS
Ken Crawford	Bainbridge Island SD
Steve Rowley	Superintendent, Bainbridge Island SD
Margo Stewart	Sumner SD, Business Services
Lydia Sellie	Northshore SD, Director of Finance
Laurie Ferwerda	Northshore SD, Personnel Director
John Knutson	Kent SD, Director of Accounting
Bill McKeighen	Edmonds SD, Budget and Finance
Stephen M[C]Cammon	Fife SD, Superintendent
Dave Conley	University of Oregon
Bill Freund	Fiscal Consultant

December 10, 2002 — Principals' Meeting

Thirteen principals and one principal intern met at the offices of AWSP to provide input on school spending and on elements and components for a Quality Education Model.

Cheryl Petra	Lincoln Elementary, Olympia SD
Jeanie Engelland	Stanley Elementary, Tacoma SD
Paula Quinn Lydia	Hawk Elementary, North Thurston SD
Chris Sharp Little	Rock Elementary, Tumwater SD
Brad Smith	Black Lake, Tumwater SD
Steve Rood	Nisqually Middle School, North Thurston SD
Steve Warren	Centralia Middle School
Gary Benedetti	White River Middle School
Janie Hunzinga	Mann Middle School, Clover Park SD
Monica Miles	Intern, Nisqually Middle School, North Thurston SD
Bob McMullin	Kamiakin H.S., Kennewick SD, Retired
Karen Eitreim	North Thurston H.S.
John McCrossin	Fife High School
Jan Smith	Aberdeen High School

December 12, 2002 — Steering Committee Meeting

The Steering Committee reviewed the assumptions of the WQEM Prototype Schools, reviewed the cumulative input on elements and components, discussed an outline of the final report, and considered various roll-out strategies for the report.

Randy Hathaway	Washington School Personnel Association
Barbara Lawson	WEA
Lorraine Wilson	WSSDA
Janie Nurse	Bellevue PTA
Margit McGuire	WACTE
Dee Dickinson	New Horizons for Learning
Joan Yoshitomi	OSPI
Randy Parr	WEA
Neal Powell	Washington Association of School Administrators
Bob Butts	OSPI
Bob McMullin	Assn. of Washington School Principals
Judith Billings	Rainier Institute
Cindi Laws	Rainier Institute
Patty Raichle	WEA
Dave Conley	University of Oregon
Bill Freund	Fiscal Consultant

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Appendix B: Research Underlying Elements and Components and Characteristics of Quality Schools

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Appendix C: Funding adequacy rating for Washington compared to other states

State	Overall grade for adequacy		40% OF GRADE: Education spending per student, adjusted for regional cost differences (2002)			20% OF GRADE		15% OF GRADE	5% OF GRADE
			State average	Percent of U.S. average	Percent change from 2001	Percent of students in districts with per-pupil expenditures at or above the U.S. average[2] ($8,564)	Adequacy Index[3] (2000)	Percent of total taxable resources spent on education (2000)	Average annual rate of change in expenditures per pupil, adjusted for inflation (1991-2001)
West Virginia	A	97	$9,758	129.7	7.8	97.4	99.9	4.9	3.2
New York	A	96	$9,583	127.1	5.1	99.9	100.0	3.8	0.4
Wyoming	A	94	$8,957	119.0	4.1	100.0	100.0	3.7	1.3
Vermont	A	94	$9,907	131.7	9.2	81.6[5]	97.5[5]	4.9	1.0
Delaware	A	93	$9,392	124.8	11.7	100.0	100.0	2.7	1.9
Wisconsin	A	93	$9,048	120.3	5.1	98.4	99.9	4.3	1.6
Connecticut	A-	92	$9,136	121.4	4.6	97.8	100.0	3.6	0.2
Michigan	A-	91	$8,479	112.7	3.9	93.9	98.8	4.4	1.7
Rhode Island	A-	91	$9,295	123.1	5.1	78.6	98.7	3.7	2.3
Maine	B+	89	$8,315	110.5	4.3	76.1	98.8	4.6	1.9
Indiana	B+	89	$8,595	114.2	5.4	69.0	98.2	4.2	2.5
New Jersey	B+	87	$8,328	110.7	-2.4	99.8	100.0	3.9	-0.8
Pennsylvania	B	86	$8,481	112.5	5.7	55.1	98.7	3.8	0.4
Iowa	B	86	$8,078	107.4	4.1	54.7	98.3	3.9	1.7
Oregon	B	86	$8,570	113.9	4.6	49.2	97.8	3.4	1.6
Ohio	B	85	$8,407	111.7	11.3	39.7	95.1	3.8	1.9
Nebraska	B	85	$8,522	113.3	8.0	32.9	95.4	3.7	1.4
Georgia	B	84	$8,194	108.9	11.6	57.4	97.9	3.5	2.3
Massachusetts	B	84	$8,429	112.0	8.9	58.2	98.5	3.1	1.7
Minnesota	B	84	$7,987	106.2	5.1	57.8	97.1	3.7	1.5
South Carolina	B	83	$7,930	105.4	9.5	40.8	94.8	4.0	2.3
Kansas	B	83	$7,721	102.6	4.6	50.9	96.7	3.8	1.3
Maryland	B	83	$7,689	102.2	5.1	84.1	99.5	3.7	-0.3
Montana	B-	81	$7,782	103.6	3.9	32.9	90.2	4.4	1.1
Virginia	B-	81	$7,689	102.2	9.2	47.2	97.1	3.2	0.9
Hawaii	B-	80	$6,794	90.3	1.4	0.0	99.5	3.0	0.6
Kentucky	C+	78	$7,214	95.9	5.1	38.6	94.5	3.3	1.9
Texas	C+	78	$7,248	96.3	3.5	24.2	93.6	3.5	2.3
Illinois	C+	77	$7,363	97.9	5.1	31.6	92.6	3.3	1.3
North Carolina	C+	77	$7,170	95.3	4.2	36.9	95.4	2.9	1.4
South Dakota	C+	77	$7,540	100.2	5.1	26.5	91.8	3.3	2.4
Alaska	C+	77	$7,444	98.9	2.5	29.3	90.1	4.1	-0.6
New Hampshire	C+	77	$7,563	100.5	4.2	38.6	91.8	3.1	1.3
North Dakota	C+	77	$7,239	96.2	5.1	31.4	91.9	3.6	1.4
Louisiana	C	76	$7,016	93.3	4.1	18.3	92.9	3.2	1.9
Alabama	C	75	$6,652	88.4	1.6	17.5	92.6	3.7	2.7
Missouri	C	75	$6,924	92.0	6.4	28.2	91.5	3.5	1.1
Washington	C	74	$6,968	92.6	7.9	10.2	90.4	3.2	1.0
Arkansas	C	74	$6,616	87.9	5.8	18.9	90.9	3.7	1.9
New Mexico	C	74	$7,634	101.5	11.0	9.8	83.6	3.5	2.7
Colorado	C-	72	$6,334	84.2	1.5	25.0	92.9	2.8	0.3
Oklahoma	C-	71	$6,859	91.2	6.1	8.1	84.0	3.6	2.2
Nevada	C-	71	$6,438	85.6	3.3	8.7	91.2	2.9	0.6
Idaho	D+	69	$6,291	83.6	6.1	11.4	84.0	3.7	2.8
Mississippi	D+	68	$6,006	79.8	3.7	5.7	85.3	3.6	2.8
Florida	D+	67	$6,512	86.6	2.7	0.9	88.3	3.3	-0.4
Tennessee	D	66	$5,994	79.7	6.2	2.3	86.0	2.7	1.3
California	D	65	$6,191	81.9	5.1	2.3	80.9	3.1	0.9
Arizona	F	58	$5,487	72.9	6.1	8.8	78.7	3.1	0.3
Utah	F	57	$4,995	66.4	5.1	1.1	69.5	3.5	2.3
District of Columbia	.[1]	.[1]	$10,251	136.2	5.1	100.0	100.0	1.2	0.2
U.S.	-	-	$7,524	-	5.1	39.7	92.4	3.5	1.1

NOTE: States are ranked by number grade to the nearest decimal.

Source: Quality Counts, 2003, Education Week.

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About the Authors

Dr. David Conley is founder of the Center for Educational Policy Research at the University of Oregon. Under the direction of the Oregon Quality Education Commission convened by Gov. John Kitzhaber, Dr. Conley developed the often-cited Oregon Quality Education Model. Dr. Conley conducts research with state and local governments and school districts throughout the country.

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